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*Canada. Manpower + immigration dept.*  
*[Press release]*  
PLEASE DO NOT RELEASE BEFORE 6: P.M. MT. MAY 13, 1960

AN ADDRESS BY THE HONOURABLE ELLEN FAIRCLOUGH

MINISTER OF CITIZENSHIP AND IMMIGRATION

BEFORE THE

EDMONTON CITIZENSHIP COUNCIL

May 13, 1960

CITIZENSHIP IS FOR ALL OF US

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It is indeed a pleasure for me to be associated in this program with the Edmonton Citizenship Council, a group which has been recognized for the excellent work it has been doing over the years in facilitating the integration of new Canadians into the life of the community.

I am impressed by the number of voluntary organizations that your council has drawn together in a common cause and by your forward-looking program. The financing of bursaries for new Canadians, a most worthy project which you share with the Calgary Citizenship Council, is a splendid example of your work and something that I should like to see followed elsewhere.

I have been greatly impressed, too, by what I saw this afternoon at the exhibit of arts and crafts at the Edmonton Art Gallery. These exhibits are representative of the rich talents which our new Canadian citizens have brought to us from other lands. Anything we do to encourage this kind of cultural activity adds immeasurably to the substance and color of Canadian life.

Activities of this kind are the very essence of

....





citizenship. Earlier this week I saw another example of this, when 196 high school students came to Ottawa from points all over our country under the auspices of the Rotary Clubs of Canada. The scheme is well described by its title: "Adventure in Citizenship." Over the past ten years the Rotary Clubs have brought 1,750 students to Ottawa to see something of the democratic machinery by which our country is governed. I was pleased to see an Edmonton girl, Miss Maxine Runions, among those sharing in this 'adventure'.

All projects of this nature, I know, are difficult. They require time, money, energy and enthusiasm in generous measure. When something of this kind is performed with apparent ease, the secret is not hard to find. In music we know that talent is not the only key to success: hours of practice and rehearsal lie behind the brilliant performance.

I am sufficiently familiar with the work of voluntary organizations to know that what this Council has achieved over the years did not happen merely because someone had "a good idea". It came through the work and enthusiasm of a large number of dedicated people. A great deal of foresight, much skill, and plenty of hard work has gone into this program, as anyone can see, and I congratulate all of you on your success.

I wish to talk today on a subject that seems to be a vital one in the uncertain age in which we live. Today, more than ever, Canadians must be alive to the urgent necessity of thinking and acting in terms of their Canadian citizenship. Let us remember, before going further, that





citizenship is not just something for newcomers. It is the privilege and the responsibility of us all, native-born and newcomer alike.

What is citizenship?

I believe in the first place that it is a matter of pride. "I am a citizen of no mean city," said St. Paul, and he reflected something of the high price set by peoples of the Roman Empire upon their citizenship. Canadian citizenship is something of which we must be proud, and a proper sense of pride is the mark of the value we set upon it, of the zeal with which we protect and honor it.

Citizenship is an obligation and a responsibility. It requires us to obey the laws of our country, to respect the rights and property of other --- and their feelings, to give generously of our talents and energy to the end that our community and nation shall prosper. It requires us to protect the weak, to fight crime and poverty, to try in every way to make our country a happy place for the citizens who shall follow us.

We live in a world that is divided and so torn by competitive forces that citizenship has become both the cement and the catalyst without which our complex community cannot survive. Yet the very conditions that make a strong citizenship so indispensable have in many ways militated against it. The changes in our country in this century have been rapid, our population has grown at an enormous rate. The small, good-neighborly community of the past has vanished and its place has been largely taken by giant metropolitan



areas in which the individual is hard put to retain his identity.

Our society, in fact, has become so complex that it is easy for us to lose our sense of personal, individual responsibility within the community, to lose one's real sense of citizenship. We are so apt to feel like tiny pebbles on the bottom of a great river, to feel that there is little that we can do or say to divert or influence the vast, rushing, noisy torrent of modern life.

This, of course, is far from true. The tiniest pebble has some influence, however slight, on the course of the greatest river, and millions of pebbles, collectively, may have the most profound influence. It is precisely with this sense of being active, important, participating members of a greater Canadian society that we, as individuals, are able to function effectively as good Canadian citizens. No matter how vast or complex a nation Canada may become, no matter how big or how busy our cities, we must never lose sight of the fact that only as individual citizens, alert to our own obligations of citizenship and prepared to do our duty as citizens, can we make this country truly great.

Our sense of citizenship is deeply involved, among other things, in our attitudes toward immigration. Sometime this autumn the two-millionth post-war immigrant will cross the threshold into a new life in Canada. Discounting those immigrants who have moved south to the United States, and the few who have returned to their homelands, one in every eleven people in Canada today is a post-war immigrant. Think of this as you walk down the main street of Edmonton.





We have, indeed, so many newcomers that we cannot afford to remain indifferent to their needs, their hopes or their skills. They are here in such numbers that we must either be neighborly or we shall split Canada into a nation of ethnic islands. We sometimes deplore the fact that some immigrants prefer to live closely unto their own social ethnic groups. I wonder to what degree we are to blame for segregating ourselves into our own ethnic and national groupings.

I think it is important to pause a moment and ask ourselves why so many immigrants have chosen to begin life anew in our country. I am not referring now to those who were uprooted by the war, or were forced to flee the persecutions of the Nazis or the Communists. I am talking about those thousands of people who had jobs and homes in Europe, and who gave them up to start life afresh in a new -- and unknown -- country.

There are two main forces influencing immigration: the "push" and the "pull" forces. They can operate independently or in conjunction. They can not, despite what some critics feel about immigration, be fully controlled.

The "push" forces are those influences which build up in the mind of the immigrant an urge or desire to leave his country and find a new one. Such forces are many and varied. There may be an economic slump in his country. He may find difficulty finding the sort of work he wants. He may see no future in his employment. He may be dissatisfied with the nature of his government. He may be irritated by excessive





bureaucracy.

He may feel he cannot give his children the kind of schooling he would like them to have. He may be fearful of the overpowering nearness of the Communist world, feeling that he is too close to the age-old European arenas of war.

All these influences have been operating as "push" forces since the war. Of course, they are changing. For instance, we have witnessed a gradual but steady revival of Europe's economy. We have seen the spectacular, phoenix-like rise of Western Germany. We have watched Great Britain win her struggle to expand her export markets, and have seen the subsequent boom in her home economy over the last two or three years. There is now a buoyancy in Britain that has not previously been felt since the end of the war. All of this has had a strong bearing on immigration from Britain and continental Europe.

Furthermore, the fear of a war confined to Europe has been evaporating in European minds. For 15 years Europeans have lived in an uneasy peace, side-by-side with totalitarian nations. During that time weapons such as the hydrogen bomb, the supersonic bomber and intercontinental ballistic missile have been developed. In the face of such weapons the world has shrunk. Europeans are now telling themselves that in the event of total war, no one place is safer than another. As a "push" force this fear of war in Europe has almost vanished.

Operating simultaneously are the forces which "pull" or attract people to Canada. It has been observed that one of



the chief motivating forces is the desire of the immigrant to provide his children with what he usually calls "better opportunities". It is sometimes difficult for him to explain just what he expects these better opportunities to be. But it is quite certain that he feels Canada is a vast, open country untrammelled by many of the restrictive social conventions of Europe; that he has a better chance of putting his children through university; and that in a growing country there is bound to be a variety of jobs in many walks of life.

Secondly, the immigrant himself feels that the chances of getting a better job, of earning more money, of buying his own home, of buying a car and all sorts of household amenities, of establishing his own business, are far greater here than in Europe.

Time after time, success stories of immigrants cross my desk, attesting to the faith that these newcomers have in the future of Canada. They say that Canada has justified their belief that they have found in this country a chance to work for themselves.

"I could never have started up on my own back home," is a recurrent theme.

One British immigrant said recently: "What surprised me is that over here big business welcomes the small manufacturer."

Another newcomer, from Ireland, wrote: "I was astonished to find that far from shunning you as a competitor, other businessmen seem to welcome the challenge of additional competition."





How can we stand aside when people with such faith in Canada come to our shores? Surely the least we can do is to welcome them cheerfully, and extend the hand of a good neighbor. This is not a matter of virtue, and ought to involve no feeling of condescension. It is a matter of our own self-interest, since these are the people who are helping us to build our country. These are our partners. Citizenship here is a practical necessity.

I know that immigration is an emotional and controversial topic. There will always be people who hold strong views about it, both for and against. Let me repeat briefly some remarks I made on the subject to the editors of the ethnic press at a recent meeting in Toronto.

The immigration laws, basically, represent what Canadians want. Parliament makes the laws, but only with your tacit or expressed consent and approval. Parliament cannot make laws so contrary to the public will that they would be unworkable. Our job, as parliamentary representatives, is to frame laws which satisfy the many elements of our society. As I said in Toronto:

Our policy must be workable and fair in the light of our economy, far-seeing in view of our resources, humanitarian in accordance with world conditions, flexible in operation, and wise in the light of our experience."

I had hoped to suggest several changes in the Immigration Act long before this. Its revision, in the light of changing world and Canadian conditions, is overdue. No one knows this more fully than I. However, because of the extreme



complexity of immigration and the fact that any immigration policy impinges upon so many facets of our economic and social life, it is obviously wise not to change our policies just for the sake of changing them, but to change them with an honest purpose in mind.

The whole immigration policy is being studied very carefully and I hope before too long to be in a position to recommend changes in the Immigration Act and in the Immigration Regulations. These changes must be satisfactory not only for the immediate future but for many years to come. Obviously, any changes that are made may well affect the character of Canada for generations. As Canada grows in stature people from other lands will want to come here. This is a nation built upon successive waves of immigration: in my opinion, it will continue to be so.

Citizenship, you see, is not just for now, in respect of immigration, nor for a few years to come, but for as long as we live. We shall always be welcoming newcomers to Canada.

These newcomers do not come empty-handed. Quite apart from the funds they bring with them, their skills, their social customs, their art, their music and their crafts, they also bring their own principles of citizenship. Sometimes we, as Canadians, are apt to forget that newcomers were good citizens of their own countries. In addition, they have been selected with care for their integrity, their adaptability, and their skills. They know what citizenship means, and we as established Canadians must meet these prospective Canadians at least half-way.





I know that you, as members of a citizenship council, know how difficult it is to inculcate a sense of citizenship in people's minds. Has it not struck you as ironical that Canada has to form citizenship councils to encourage people to extend a friendly hand to newcomers? That we, as newcomers ourselves over the past two or three hundred years, have to persuade ourselves that we have a duty to newcomers of more recent date?

In this connection I cannot refrain from referring once more to the devastating force of prejudice, which leads to discrimination and segregation and which is the very antithesis of citizenship. I need not cite cases. A few reach the press and there is usually an outcry, a kind of staggering feeling that "it can't happen here." Regrettably, it does happen here. Because we have such a mosaic of peoples, coming from so many different countries, with so many different customs and mores, it is not difficult to see how prejudice has a fertile field in which to sow its tares.

As I pointed out here in Edmonton last year, speaking to the Council of Christians and Jews, prejudice is not natural to human beings --- at birth. It is taught us --- not consciously, I am sure, by our parents and other adults from whom we learn while young. It is a dismal shadow cast over our young minds which is difficult to dissipate in later life.

Much of it springs from ignorance, ignorance of the beliefs and customs of others. We instinctively fear what we do not know. Do you not remember, not too long ago, the names we used to tag on people from other countries? Even



the English, from whom so many of us have sprung, used to be called, derisively, 'Limeys'. But some names were quite obviously vicious and used by adults as terms of ridicule. One hears these names very seldom now. It is an indication that Canada is growing up. I think that as long as we keep working at it, we can dampen the fires of prejudice. Certainly I feel that in the past fifteen years there has been a marked change in our attitude towards immigrants. I am convinced that the vast majority of native-born Canadians no longer harbor animosity or resentment towards newcomers.

This improved sense of tolerance and understanding is also extending itself to another large and important group in the community, the 180,000 Indians of Canada. These people are, in a very real sense, Canada's oldest citizens. None of us can deny that, in the past, the white man has all too often taken away with one hand from these people more than he has given with the other. The Indians, as a result, show an understandable zeal in guarding their rights and privileges, a zeal that sometimes perplexes people working with and for them.

Today we are making a studied effort to enable the Indian to make an increasing contribution towards Canada's development. This is not an easy task, not a simple one. The Indian has been living in a comparatively simple type of society surrounded by a highly complex one, and if he is to contribute to the national community as a whole we must provide him with the education and training that will enable him to work and live on equal terms with the rest of us.

This is the most vital factor in our Indian Affairs





program: education in the fullest sense of the term. We have already made a start in trying to provide higher education for young Indian men and women whose achievements, we hope, will inspire many others of their people to follow their example. This program of education is not one for government alone. It is my hope that we shall be able to interest Canadian industry and many private organizations in providing bursaries and other forms of assistance. Here again is a challenge to our citizenship.

We are back again to the theme of citizenship. It is something, I am afraid, that too many of us take for granted. It has been something we have talked about on Dominion Day, at school commencement exercises, and, sometimes, in election campaigns. I think, perhaps, our newcomers think much more seriously about their citizenship than do the native-born, and for this there may be a good reason. Over the past fifteen years about half-a-million new citizens have received citizenship certificates. The majority of them have received their certificates in appropriate ceremonies before a magistrate or a judge. In many cases these ceremonies have been followed by social gatherings sponsored by such groups as the Edmonton Citizenship Council. For the new citizen it is a day for which he has waited long and patiently, and the emotional impact of the citizenship ceremony is a lasting one.

After all, the citizenship ceremony is the culmination of a long-term plan. It is a symbolic milestone. The old ties have been sundered, and the joy and excitement of entering upon a new one is tempered by a certain nostalgia for the old



traditions, the old faces, the old friends. Now all that is over and gone, and the newcomer turns his face to the future, takes his courage in his hands, and steps out proudly in his new citizenship.

All of us, I am sure, value our citizenship beyond price --- when we stop to think about it. The trouble is that we so seldom stop to think just what it does mean in terms of everyday living.

Citizenship is no nebulous, abstract conception of a way of life. It involves concrete, practical considerations in which we are continuously involved.

It means turning out to the polls on election days. How many of us do? The statistics show that our citizenship in this respect, in the Federal field at least, has been improving in recent years. In the 1953 general election 67 percent of the eligible voters cast their votes. In the 1957 election 74 percent went to the polls. In the general election of 1958 79 percent came out to vote.

Provincial elections, however, still do not arouse the same interest, and what astonishes me most of all is that at the municipal level, where the citizen is confronted with local taxes that bear upon him directly, less than one-half of Canadian voters exercise their franchise. This kind of 'limited citizenship' is not conducive to good municipal government.

To put it plainly, the ratepayer who loudly criticizes his municipal council for what he calls its shortcomings, yet neglects to vote on election day, makes a





mockery of citizenship.

The man or woman who excuses himself or herself from jury duty, or begs off when asked to help with the home-and-school association, or assist with a community project or charity appeal is exercising only a limited citizenship. Selfish, indifferent people make poor citizens.

Those who stand idly by on the streetcorner while a gang of hoodlums assaults a police officer are less than good citizens.

These are but some of the everyday implications of citizenship. Many others will, without doubt, occur to you. It ought to be plain to us all, however, that citizenship is the response of the individual to the needs of his community. If he fails to respond he weakens the community and puts it in jeopardy.

For a citizen is a free man, and our freedom is forever conditional upon the calibre and quality of our citizenship. Democracy cannot survive without the continuing interest and contribution of the majority of our citizens. Should the individual shrug off his obligations and shirk his citizenship he will do so at the price of his freedom.

I am convinced, however, that the great majority of Canadians are fully alive to the meaning of their citizenship and all the obligations and responsibilities that go with it. I am sure that all of us want to be able to look with pride upon this great, free land in which we live, and like St. Paul, be able to say that we are 'citizens of no mean city'.





*[Handwritten: Press release]*  
**Office**

**of the Minister  
of Citizenship and Immigration**

**For release**

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FOR RELEASE  
7:45 P.M., G.M.T.,  
July 1, 1965.

INTRODUCTION TO A CANADIAN IDENTITY

AN ADDRESS BY

THE HONOURABLE JOHN R. NICHOLSON, P.C., O.B.E., Q.C., M.P.,

MINISTER OF CITIZENSHIP AND IMMIGRATION

AT THE

CANADA CLUB DOMINION DAY DINNER

AT

LONDON, ENGLAND, JULY 1, 1965

**Hon. John R. Nicholson, Minister — Ottawa.**



Mr. Chairman, My Lords, Other Distinguished Guests, and Gentlemen:

It gives me real pleasure to be with you today on this, the 98th anniversary of the founding of our nation, Canada, and it is a great honour, for me, to represent the Prime Minister and the Government of Canada, and to bring you greetings on this occasion.

As you are all, no doubt, well aware, the Nicholsons are Scots, by background. They only settled in England when they became tired of all the travelling involved in cattle stealing across the border and decided to make their homes where the cattle were, rather than going south periodically to search for them.

Be that as it may, Mr. Chairman, I can never breathe the air of this wonderful old city without knowing, deep in my bones, that here lies the heart of the Commonwealth, the root of our social, economic and political heritage. Here is where the basis of our system was born and nurtured. Here is where Canadian nationhood began.

During my lifetime I have worked and lived in several countries...in Europe, in South America. And when I have been away from Canada, I have always been more sharply conscious of my own nationality, of my own identity as a Canadian. Yet this identity as a Canadian is a relatively new thing. In my own lifetime, I have seen it develop from the merest germ of an idea to an established fact.

I have watched it from the time, as a boy in New Brunswick, when, to





be a Canadian was to be British with a North American flavour. I have watched it as a young man in British Columbia when, to be Canadian was to be American more or less, with a British flavour. Those times, however, are past. Canadians today are neither British nor American. We are rapidly becoming Canadians - dedicated to developing on the northern half of our continent one country -- strong, free, and dedicated to peace and justice for all.

It has been said that, because Canada came to nationhood through peaceful negotiation, rather than through bloody revolution, we lack the spark of history to ignite in us the concept of patriotic zeal. Perhaps this is true in some ways. We have few valorous heroes to immortalize in bronze on Parliament Hill in Ottawa. We have few bloody battles won in the cause of liberty, equality, fraternity. Our battles were fought in venerable rooms like this, frequently in this very city, and our heroes were men of words, of vision and of action, not men of war and destruction.

But our national identity has not come to us easily, nor will it be easily retained. We are now a nation of almost 20 million people, it is true, but we are strung out precariously along a border that is as magnetic as it is undefended. We face, every day of our lives, the pressures of geography, of economics, of communications that tend to sunder us into regional segments, more closely aligned to our neighbour to the south than to our nation as a whole.

It has been said that we are a nation in defiance of all the natural laws. Perhaps we are, and perhaps that is the chief reason why our nationhood has grown and prospered. Perhaps, if we had no pressures



to face, no obstacles to overcome, no barriers to surmount...perhaps then we would not have developed our special national identity. Perhaps we are Canadians through adversity, and without adversity we might still be semi-colonials, trailing dutifully behind mother's apron strings.

Whenever I travel outside of Canada, people ask me with great concern if all the troubles in Canada that they read about are true...if we are really breaking up as a nation ...if Quebec is really about to secede from the union. I expect that those of you who are Canadians living abroad, are frequently asked the same questions.

Let me say firmly and unequivocally that the Canadian union was never stronger, never more real, never more vital than it is today. It is true that French-speaking Canadians in the Province of Quebec sometimes speak out boldly for the retention of their rights and privileges under the Constitution. It is true that a few of the more tumultuous spirits among them have demanded a separate state. But it is equally true that the vast majority of the French-speaking people of Quebec desire firmly to remain an integral part of the Canadian nation, and that every responsible leader in the province advocates this point of view, and none more clearly or more vigorously than the Premier of the Province of Quebec.

This is not to say that the people of Quebec are satisfied with things as they stand. Most of them consider the confederation agreement of 1867 a contract between the English and the French. Not all of them believe that their English-speaking fellow countrymen have always lived up to the terms of that contract, and many of them think it is now time to revise the terms in the light of a century of experience.

THE UNIVERSITY OF CHICAGO

DEPARTMENT OF THE HISTORY OF ARTS AND ARCHITECTURE

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If you really stop to think about it, you will realize that this new wave in Quebec...this quiet revolution, if you will...is a natural consequence of the social and economic progress of the province in the last decade or so. Tremendous industrial and commercial development has taken place in Quebec since the end of World War II. Major changes have occurred in an educational system that was for generations firmly rooted in the parochial structure. Political awareness has followed the displacement of a government, which at best could be described as paternalistic and at worst as dictatorial. In this new attitude of awareness, of freedom of expression, of economic expansion, it would be strange indeed if the people of Quebec did not make a great surge forward, testing, at times, the limits of their authority and their independence while doing so.

And make no mistake, Quebec is not alone. As our country reaches new levels of prosperity and maturity, other provinces chafe at the checks established by our federal system. My own adopted province of British Columbia, for example, finds itself from time to time in vigorous debate with the federal authority over matters where the two governments do not see eye to eye.

Our Prime Minister, the Right Honourable Lester B. Pearson, said recently that a federal state is difficult to govern. It is particularly difficult to govern at a time of expansion and change. Such a time is now, and it would be very strange indeed if we had no political wrangles, no inter-family set-to's, as we grope our way over new and unexplored territory.

It would be completely wrong, however, to interpret these disputes



between Ottawa and Victoria, or between Ottawa and Regina, or between Ottawa and Quebec, as signs that the Confederation is in danger. Admittedly it is true that the Confederation is moving to some areas of change, to make it work better in the second century of our nationhood. But to my mind the fact that it is moving toward change is an indication of its sturdiness, its flexibility, its viability.

I think that to some degree the disputes that ring across Canada today are reflections of our growing political awareness, and the increasing interest and sense of participation that Canadians everywhere have developed. At first glance, these disputes seem divisive and harmful, but their long-term effect certainly does not appear to be so.

Take the flag for instance. The "great flag debate" reverberated throughout our nation for months. There was bitter acrimony. Charges and counter charges were levelled. Insults were hurled. Threats, invective, maledictions were the order of the day. Canadian political passions were roused to an almost unbelievable pitch.

And then it was over and now we have a new flag. Maybe not exactly the flag that everyone wanted, but our flag. And today, in Canada, you see this flag flying everywhere. From federal buildings and, yes, from provincial buildings. From private homes, schools, offices, everywhere a mast can be placed. And today, July 1st, the new flag is being honoured by a special postage stamp which goes into distribution for the first time today. As Postmaster General a few months ago,



I approved the new stamp that was put into service today. I have every confidence that it will be a highly successful and popular issue.

And, mark this, there is no more debate. The flag is accepted. Nobody attacks it; nobody derides it; nobody speaks against it. It is there. It is accepted. It is ours. And, I am sure that a generation or so from now it will be revered as the Union Jack is revered here, or the Stars and Stripes in the U.S.A.

Those who felt that the flag debate would render us asunder irretrievably were wrong. Those who did not have enough confidence in the respect of individual Canadians for the law and for our parliamentary system have been proved too timorous. Those who did not believe that we could rise above our individual preferences and personal loyalties have been shown to be incorrect.

I believe that one reason why there is sometimes doubt about Canada's cohesion as a nation is because our national development is so very much "here and now". We are not quite a century old. Our history has not had time to establish itself. We cannot find, in our own nation itself, the roots of security and tradition.

Perhaps, because we have not yet had time to build this tradition, the crises of today loom much larger than they would against a context of history. The United States, for instance, is torn by ethnic troubles vastly more violent, tremendously more explosive than Canada's. Yet nobody suggests the United States is about to come apart as a nation. The United Kingdom itself has been torn, during





the last few decades, with some of the fiercest and most partisan political struggles in its history. Yet nobody expects the nation to lose its identity.

We have always liked to think of ourselves as "the quiet Canadians". We have always told each other...and anyone else who would listen... that we don't go in for vocal patriotism or for misty-eyed emotionalism as do, for instance, our American cousins. We like to think that our love of country is quieter, more restrained, deeper.

Perhaps it is, but I believe that in recent years Canadians are beginning to find that national feelings...a national identity if you will...are not as deeply buried as they once were. We are beginning to find that there is much in Canada today that calls forth a more evident pride, a more outgoing nationalism. I do not mean by this that we are becoming a nation of chauvinists, but I do think we are slowly coming to the conclusion that it is not bad form to admit in public we are proud to be Canadians.

This feeling of national identity has come to Canadians at a time when our nation has reached a new level of maturity, and we are finding for ourselves a new and solid place on the international scene. These days, you hear very little in Ottawa or at the United Nations of Canada being "a middle power" or even "an honest broker". These slogans, so very common and so popular with us after the war, have largely been replaced by a quiet understanding of our position among the nations and our role in international events.

Today, no nation accepts greater international responsibility in relation to its size than does Canada. We are active in almost all



the great international agencies. We play a major part in the Colombo Plan, in UNESCO, in NATO. Our work in the peacekeeping field is without peer...from Korea, to Gaza, to Cyprus, to the Congo. We have built dams and generators around the world and we send out teachers and engineers to less developed nations. We have shared our wealth and our experience with the world.

And all of this we have done without losing our integrity as a free and independent people. We have honoured our friends, but we have made our own decisions. We have defended our ideals, but avoided censuring others. We have, if I may misquote Kipling, "kept our heads, but yet not looked too good, nor talked too wise."

As Minister of Citizenship and Immigration, I have many opportunities to attend citizenship court ceremonies where the newcomers to our land become full-fledged Canadian citizens. I have always been touched and impressed with the depth of sincerity not only of these new citizens but of the old citizens, who have welcomed them to their new status. Canadian citizenship is very real and very important to these people. They have burned all their bridges behind them to come to Canada and to make a new life for themselves in a new land. And these are not destitute displaced persons, grateful for any haven in the storm. They are solid, skilled and professional people who have chosen Canada as the land of opportunity, of freedom, of the future. They have confidence in us and I believe it is for us older Canadians to prove that that confidence is well placed.

In Canada today, many changes are afoot. In the fields of business, of industry, of education, of government, great tides of development





are rolling in. In Canada today there is a change in attitude... subtle, but easily felt if you seek it...a change that bespeaks the maturity of the nation, the establishment of the Canadian fact. We have been accustomed to think of ourselves as "gray people", without much vivacity, much colour, much spirit. But the fabric of Canada is no longer gray. The warp and the woof of the nation is now composed of so many threads of so many types and colours and styles that the pattern is brighter, more intense, more alive.

Canada today is no longer a land of transplanted citizens of the United Kingdom, bearing the burdens of Empire in the frozen North. Nor is it the land of adventuring Americans, out for a quick dollar before heading back south. Canada today is a land of solid achievement, of confident development. It is a land of which we can all be and are justly proud - a land which makes our Canadian identity a badge of honour at home and abroad.

Today, we Canadians celebrate the 98th anniversary of the founding of our nation. Today we mark the final days of our first century. It seems to me that on this occasion the words of that great statesman and the greatest orator of our time, Sir Winston Churchill, are very apropos. You'll remember he said: "This is not the end. It is not even the beginning of the end. But it may be the end of the beginning".

Thank you.



PRESENTED TO THE PARLIAMENTARY COMMITTEE ON IMMIGRATION

BY THE HONOURABLE JEAN MARCHAND,

MINISTER OF MANPOWER AND IMMIGRATION,

ON APRIL 18, 1967

[9-1] A NEW SELECTION POLICY FOR IMMIGRATION

The selection rules that have been used for immigrants relate chiefly to the occupational skill or the educational level of the potential immigrant. No one denies that these are important factors in the ability of an immigrant to get settled in Canada. But the reason why they have been given so much weight is that they are factors of which a fairly objective and precise measurement can be made. If there are to be rules, they provide the best basis.

We intend, of course, to go on taking them into account. But we will not make them the basis of rules as rigid as they have been. In other words, we will not exclude a man because he falls a little short of some occupational or educational standard, if he has a combination of other qualities that give him a good chance of success in Canada.

The more complete considerations that we propose to take into account are as follows, in the order of importance we propose to attach to them.

1. Education
2. Personal qualities
3. Occupational demand
4. Age
5. Occupational skill



6. Employment arrangements
7. Knowledge of English and/or French
8. Relatives
9. Area of destination.

Education is listed first. Some of the discussion of recent months has been conducted as if the importance attached to education was a new proposal of the White Paper. This is not so. We are simply continuing existing practice.

We have good reason to do so. The fact about employment today is that the most common characteristic of the people who are in a strong competitive position in the labour market is that they are the people whose education is better than average. Of course there are many other factors and there are exceptions, to this as to any generalization. But you cannot base a large-scale policy on the exceptions.

It has been said that what matters is not education but the willingness and ability to learn; intelligence and aptitude are more important than the number of school grades. It is certainly true that, without those qualities, school grades do not guarantee success. But intelligence and aptitude are hard things to measure. Experts agree no more than laymen as to what exactly intelligence consists of. Also, the value of intelligence tests is largely restricted to comparing people with similar cultural backgrounds. As yet, at any rate, they are not developed to the point of being much use on an international scale. Their use is in no way ruled out of account for the future. But it is an open question how appropriate they may be, and certainly they do not offer any immediate solution to our problem.





It is easy to show that education is far from a complete and perfect test of a man's capacity to be a good citizen. No one has ever suggested that it is. But we have to be practical. Unless we give the Immigration Division ten times the staff it has, we can't find out all about a man's character before we decide whether he should be admitted. If we want immigration, we have to make decisions. And the fact is that how much schooling a man has had is the most useful single indication whether he is likely to be adaptable to a new country and to be successful in most of the jobs available today.

That is the truth on which large businesses base their selection of people. It is the truth on which immigration policy has been based. It must continue to be taken into account by anyone who wants the largest practicable volume of successful immigration.

It is important to be clear on that point. But it is also important to go on to say that, while education is a highly important factor in selection, we should be able to avoid using it in a rule-of-thumb way. In fact, there already is quite a degree of flexibility. Of late we have included up to three years of technical, vocational, trade or apprenticeship training as the equivalent of formal education. And, while the regulations put education first among the criteria for admission, we accept many people below the general standard, if they have other desirable qualities or experience.

It nevertheless is true that at present the educational requirement operates as something of a barrier. In a more advanced selection process we can and should avoid that. We propose in future to avoid treating any



particular number of years of schooling as in itself providing a kind of pass or failure mark. We will continue to give considerable weight to education, but no one will be excluded on that account alone. That is to say, there will be broader grounds than in the past on which a man can qualify, whether or not he has as much schooling as the average Canadian.

Accordingly, we propose to give more consistent weight than in the past to our interviewing officer's assessment of the personal qualities - initiative, willingness to work hard, attitude towards a new country, and so on - that play a large part in determining how well an immigrant can establish himself in Canada. If he is married, the personal assessment will include his wife and children, and their possible contributions will be taken into account.

The third factor to which we propose to give a good deal of weight is the strength of the demand for the occupation that the intending immigrant is able to pursue.

This is different from the occupational test used up to now, which is whether the occupation is rated as skilled. Occupational demand is a matter of how many vacancies there are. In some circumstances, it can be very strong for relatively unskilled jobs, such as those in mining and some kinds of farm work, as well as for skilled jobs.

In assessing demand, we of course cannot be governed purely by the circumstances of the moment. We will have to be satisfied that the occupation is as likely as any to continue to offer a growing number of jobs. Thanks to the greatly improved system of manpower information and





analysis that is being developed in the new Department, we will in future be able to identify the expanding occupations on a much more scientific basis, and with considerably more precision, than the Immigration Division was able to do in the past.

These three factors - education, personal assessment and occupational demand - will play the main part in determining whether an immigrant should be accepted. If he ranks high according to all three of these factors, he is almost certain to be accepted. But he will not be rejected because he ranks lowly in one of them, or only moderately in two of the three. The six other factors listed above will collectively count for as much as the three major factors, and thus make it possible for many other people to qualify.

The first of these additional factors is age. It obviously makes more sense for a man to change his country when he is relatively young. We would not on this account prefer the youth of 18 to the man of 30 or 35; maturity also has some merits. But beyond his middle thirties, a man begins to need higher qualifications if he is to move successfully; beyond the middle forties, this factor becomes serious. This does not mean that there should be any barrier. A man may get a good job in Canada when he is 60; but he has to rank high in other qualifications.

The next factor is the skill level of the potential immigrant's occupation - that is to say, how far it requires knowledge and experience and formal evidence of qualification. In the past, as was pointed out earlier, this factor has been rather mixed up with occupational demand. They usually go together, but not necessarily so; piano tuning is highly skilled, but



in declining demand. In future the two will be assessed separately, and less critical importance will be attached to skill as such.

Whether or not a man has a job arranged will also be treated more consistently than in the past. It ought never to be regarded as decisive in itself. No specific job can be guaranteed for an indefinite period and therefore it is not a sufficient basis for admitting an immigrant who is otherwise poorly qualified. But to have a definite job to go to is a great help to the immigrant in the first place. And therefore it is a factor that can and should make all the difference in marginal cases.

Much the same is true about an immigrant's knowledge of English or French or both. If he has the other qualifications desirable in an immigrant, he will learn anyway. But to know one or both when he arrives is a great help in settling, and therefore can be decisive for immigrants who are otherwise marginal.

Another factor is whether the immigrant has relatives in Canada. This is apart, of course, from sponsorship. It can be an important help to the immigrant to have contact with relatives here, even when they are not able to act as sponsors. This again is a factor that should be given some consideration.

Lastly, there is the question of where in the country the immigrant is going. If he is aiming at an area where employment prospects generally are strong, his chances of satisfactory settlement will be improved even if his qualifications are somewhat marginal.



This, in outline, is the selection process we have now developed. We have been trying it out in many hundreds of cases. To do so, we selected at random files of recent applications - some actually admitted, some rejected - from offices in a number of different countries. The officials re-worked each case on the proposed selection process. The results were highly encouraging.

Of the people who had actually been admitted under present procedures, one per cent would have been refused under the new system. These were cases where moderate qualifications in terms of skill or education were not matched by good ranking on any of the other factors.

On the other hand, an appreciable proportion of the people who had been refused under the present procedures would be accepted on the new system. It is impossible to give a precise figure for the increase, since some of the refusals had been made on paper screening, without interview, and therefore the personal assessment could not be taken into account. But the indication is that between a quarter and a third of those rejected, because they fall short of the skill and educational requirements, would in present economic circumstances be admissible under the more flexible system.

The experiment has also shown that the new selection process would operate more consistently, as between countries, than the present procedures do.

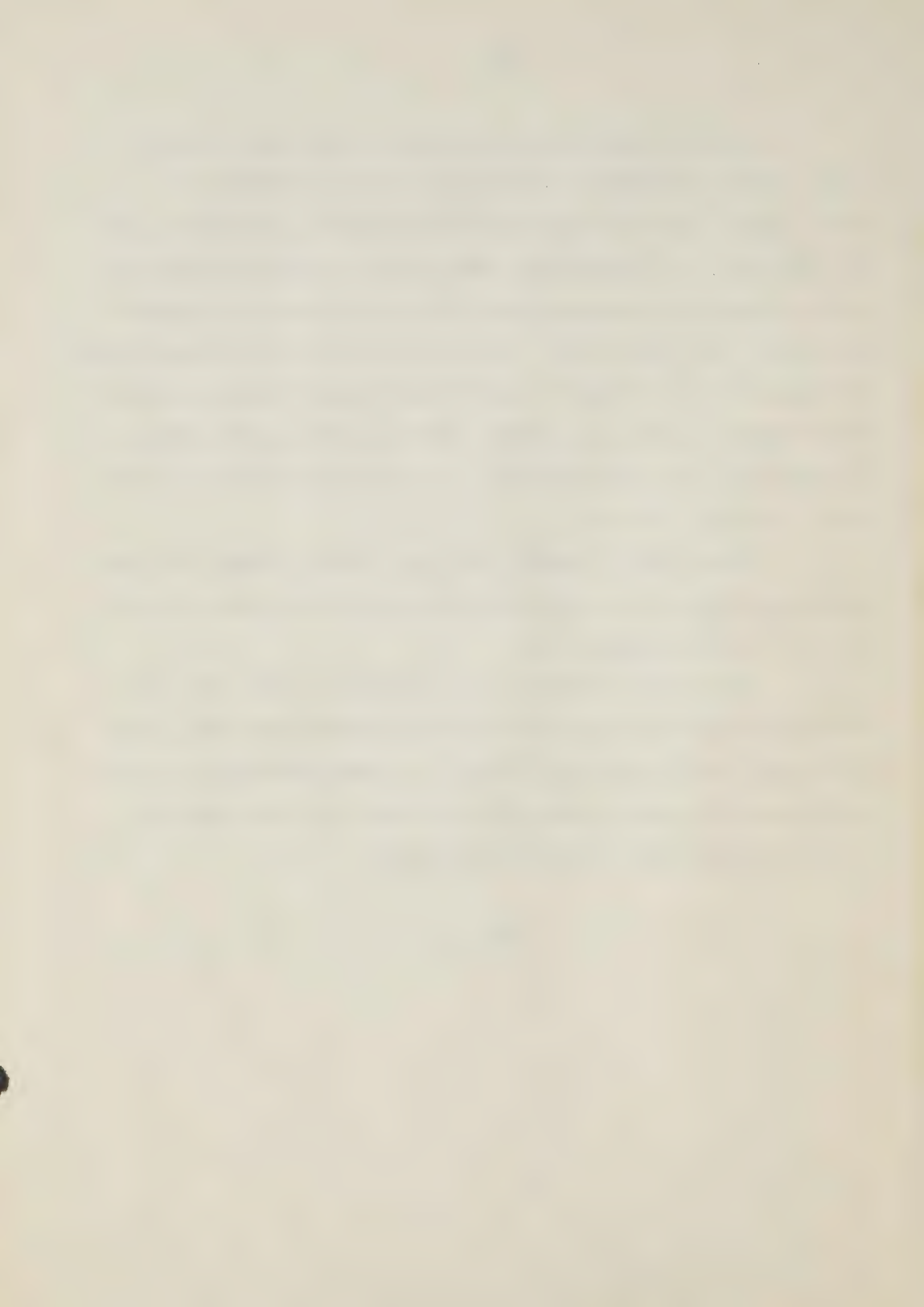




One of the important results of the proposal would be that it could reduce the problems of industries that are short of labour but cannot attract people who meet the present immigration requirements. This does not mean that it would become possible for the mines, for example, to recruit unskilled and uneducated people with little chance of alternative employment. But a man who had a definite job arranged in an occupation such as mining would have a chance to qualify under the new selection criteria, even though his schooling was somewhat below the normal Canadian level, provided that he was in his twenties or thirties and that he ranked fairly high in personal qualities.

The same kind of profile would apply in other occupations, such as general farm work, for which it is difficult to find suitable recruits under the present selection rules.

These selection criteria would implement the principles of the White Paper more satisfactorily than existing procedures have done. They provide the kind of guidelines required for an immigration policy that is both expansionist and consistent, that will meet in a steady way the changing manpower needs of our growing economy.



[P-2]

REMARKS TO THE PARLIAMENTARY COMMITTEE ON IMMIGRATION

BY THE HONOURABLE JEAN MARCHAND,

MINISTER OF MANPOWER AND IMMIGRATION,

ON APRIL 18, 1967

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I am grateful for this opportunity to talk to the Committee about our policies and selection standards for admitting immigrants.

There has been a good deal of criticism of our selection process as it now is. I do not complain about that. If there were no room for criticism, a committee like this would be a waste of time.

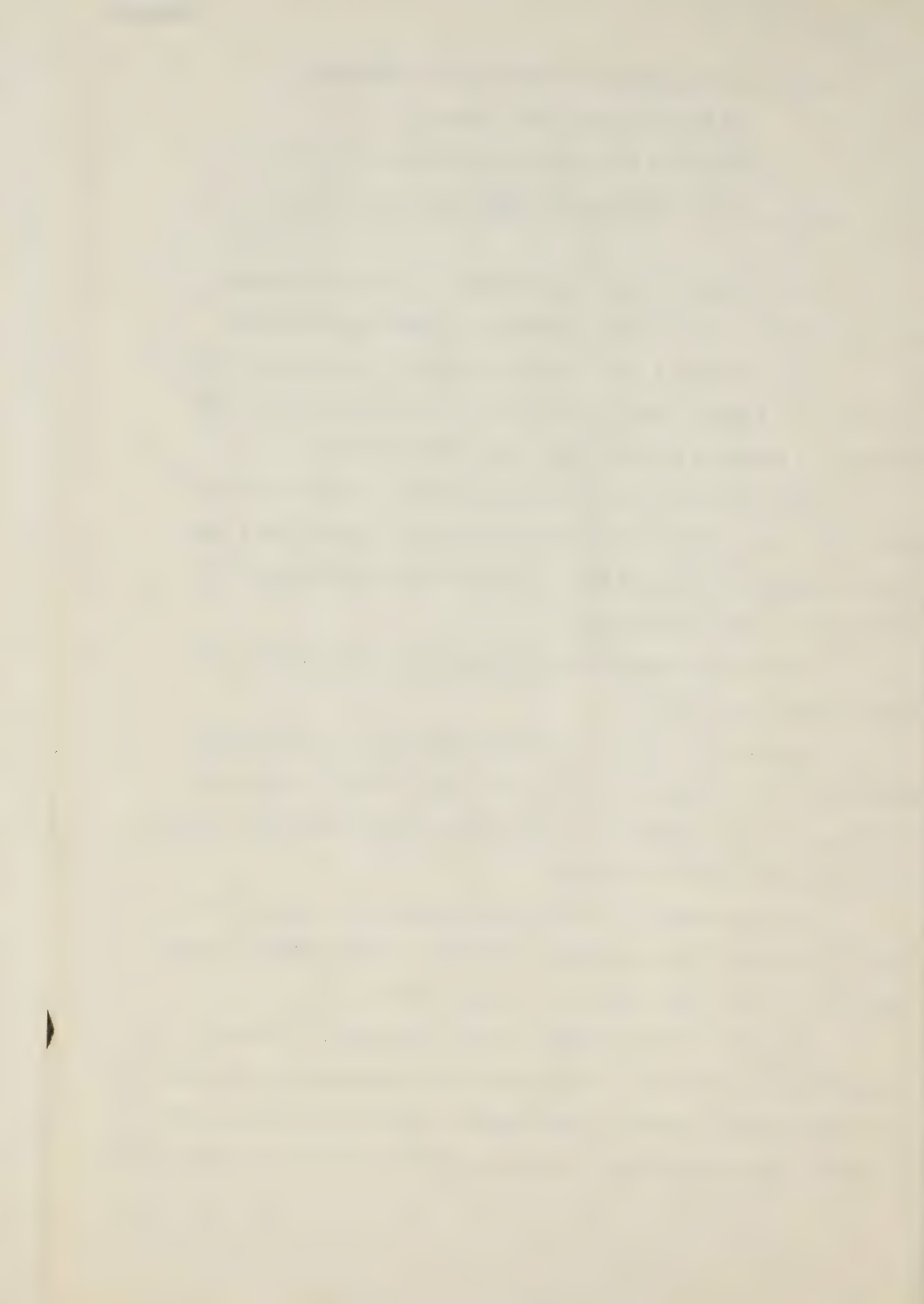
Far from being satisfied with the present selection process, I said at the first meeting of the committee that my officials and I would receive suggestions with open minds. We are a new Department and our objective is to make improvements.

Many of the comments made in briefs and by the members of the committee have been helpful.

However, I am sure you are not expecting me to accept by any means all of the criticisms that have been made. I would be able to do that only if I were capable of moving in two directions at once. For there are two opposite lines of criticism.

On the one hand, it is said that our selection rules are too rigid. On the other hand, there are complaints that our officers are too arbitrary as to who they accept and who they reject. ✓

It really is not possible to have it both ways. The basic instruction to our officers, as laid down in the legislation, is and must be to select people who have a good chance of settling down successfully in Canada. This is a matter of judgment, on which people are bound to differ.





The point of having rules - of spelling out requirements about, for example, occupation or education - is that the officer should not have an unlimited discretion as to who he admits and who he doesn't.

This means that, if we make the rules less rigid, we are saying that more of the decision-making will be left to the judgment of the immigration officer. And if we do that, he inevitably will make some decisions with which any one of us would disagree. This is the price of flexibility.

It will be acceptable only if our officers are careful and objective, and that can be expected only if they know they will not be over-ruled except for exceptional reasons. We can run a fair and efficient Department only if we respect the judgment of our officers.

The Department has been building up the quality of its officers and improving the selection tools with which they have to work. I believe we have reached the point at which we wisely can rely more on the organised judgment of our officers. That is to say, I am proposing to introduce new selection criteria involving less rigid rules.

I am distributing to the committee a short document which describes these criteria. Their effect is that, while occupational skills and levels of education will continue to be important factors, they will not be the basis of fixed rules. They will not be grounds for excluding a man if he has a combination of other qualities that give him a good chance of success in Canada.



I believe that, if members of the committee study the document, they will share my optimism that what we have evolved is a considerably improved selection process. I think it meets valid criticisms of existing procedures. I think it would implement the principles of the White Paper more satisfactorily than those procedures have done. I think it will help us forward with an expansionist, non-discriminatory immigration policy.'

It will also, I believe, help us to resolve the difficult issues about sponsorship that have been discussed in the committee. Those are the issues that I wish particularly to discuss today.

There has been some criticism because the White Paper makes a distinction between two kinds of sponsorship - dependents and non-dependents. Frankly, the criticism has not changed my mind. I think there is a very important difference.

It seems to me that when we accept an immigrant to come and work in Canada, we automatically accept an obligation towards his dependents. The people who are dependent on him at the time of his immigration - his wife and children - normally accompany him. But I think we should be equally prepared to say that if there is anyone who, in the normal course of family relationships, becomes dependent on him or would have become a part of his household if he had not migrated, then that relative should be sponsorable as a matter of right.



The relatives concerned are fiancé(e)s (with their children if they have them), parents and grandparents who are not working, and orphaned children who are brothers and sisters, nephews and nieces, or grandchildren. These cover all the usual cases, but I would be prepared to go further and say that we should accept other relatives, on compassionate grounds, if it can be shown that there are special reasons why the sponsor has a moral obligation to take them into his family.

The White Paper suggests that dependents should be sponsorable "of right". This means that, if government refuses the application, the sponsor should be able to appeal to an independent tribunal. That is established by the legislation which Parliament recently approved.

Moreover, I do not think that we should require, for this kind of sponsorship, any financial evidence of ability to support the sponsored immigrant. To impose financial standards smacks of paternalism. If a man wants to take his old grandmother into his house, it is not for government to say that he doesn't have room or can't afford it.

The result of lifting such rules may be that in some cases social assistance will be required. But that is a price I think we should be prepared to pay. As a matter of government financing, it has to be discussed with the provinces. But my view is that the unity of the dependent family ought not to be set aside because it can result, in a few cases, in the community having to bear extra welfare costs.





There is an error in this part of the White Paper that I would like to correct. In paragraph 47 (b) we refer to parents and grandparents "not entering the labour force". That phrase unfortunately seems to make admissibility dependent on a statement of intentions.

I want to define "not entering the labour force" in a way that avoids this. We can get a virtual identity with what we want by treating all parents and grandparents as retired if they are over the age of sixty. In addition, we should recognise parents as becoming members of the sponsor's household at an earlier age if either parent is infirm or if one is widowed. Then we meet the social needs without having to argue about intentions.

There is not much controversy about the sponsorship of dependents. I believe that we move to a situation that is different in principle when we consider other relatives.

I do not say this because I have less concern for family relationship than any member of the committee. The desire of a man to help his brother is a good desire, and it is an influence on our immigration that we should welcome. An immigrant who has a relative in Canada, willing and able to help him, is on that account more likely to settle successfully here. That is the viewpoint stated in the White Paper, and it is central to our policy.



But it is a very different matter to go on to say, as some do, that the relative who is coming here to work should be admitted just because he is a relative. I do not believe that sponsorship of a worker - of a non-dependent relative - can be regarded as a right in the same way as the sponsorship of dependents.

You can say that the sponsorship of non-dependent relatives is a right only if you are prepared to say that, even if a hundred Canadian carpenters are lined up for one job, it is nevertheless perfectly all right for a carpenter to be brought in from overseas for the job, provided that he is someone's brother.

I do not believe that anyone could stand up on the House of Commons, or in Montreal or Toronto or Hamilton or Windsor, and seriously argue that case.

It is easy at this moment, when we have been getting accustomed to labour shortages in many occupations, to talk as if all relatives should have an automatic right to come to Canada. That sentiment can be made to sound like the voice of humanitarianism and brotherhood. But it is not. It is an attitude that would not stand up for a moment against the merest breath of adversity. It is not a solid base for immigration policy.

My purpose is to build an immigration policy that will make the maximum contribution to Canada's growth year in and year out, a viable policy that will stand the test of time because it will respond to changing needs within a consistently liberal and expansionist approach. It is within the framework of such a policy that we can give the fullest steady weight to the claims of family relationship, as well as to humanitarian considerations generally.



But we will not achieve that objective by asserting claims to put sponsorship ahead of the interests of the Canadian labour force. Frankly, I think that people who do so are in danger of making themselves bad friends of sponsored immigration.

It is sometimes suggested that the point I am making is an unreal one, because if employment prospects are bad people will not sponsor their relatives anyway. That is only partially true. After all, employment prospects may deteriorate here but still be better than they are in some other countries; and that may be particularly true if the sponsor is in a position of influence to get a job for the immigrant ahead of other applicants.

I believe as strongly as anyone that, if we conduct our economic affairs at all sensibly, this country will need a substantial number of immigrants all the time and a good many more immigrants a lot of the time. But I would not take responsibility for a policy that commits us to accepting people into the Canadian labour force irrespective of time and place, irrespective of their qualifications and the demand for their services.

At present, of course, the right of sponsorship is qualified in three ways. Partly by law and partly by practice, it is in truth operative for non-dependent relatives only in western Europe and the Americas. The White Paper expresses our determination to end that discrimination.

Secondly, sponsorship is in fact restricted by administrative delay. In some countries we do not have the staff to keep level with the applications. That is most unsatisfactory and I am determined to change it as quickly as I can.





Thirdly, sponsorship is dependent on the sponsor having enough means to help out the immigrant for a period until he becomes established. I think there is general agreement that this is a reasonable restraint, for the non-dependent relative. The financial standards are modest. They do not provide protection against prolonged difficulty in getting established. But if we value family relationships as such, we certainly do not want to make sponsorship the privilege of the relatively wealthy. I am not proposing any change in the existing financial requirements, and I never would propose any substantial intensification of them.

I think that there is a fairer way of getting an additional measure of the sponsor's capacity to be of real help to his relative. I refer to the white Paper proposal that we should require evidence of the sponsor himself being well established in Canada through having lived here for five years and making the decision to identify himself with Canada by becoming a citizen.

I would add, however, that citizenship is properly a factor to be taken into account, rather than an absolute; it is not that the citizen should have extensive rights to sponsor and the landed immigrant none, but that other things being equal there should be a preference in favour of the citizen.

The main issue, however, concerns not the sponsor but the immigrant. The relative coming to Canada as a worker should have preference over other workers. He should be admissible, thanks to his sponsor, with fewer qualifications, than are required of independent immigrants. But he should not be admissible entirely without qualifications, without regard to the needs of the Canadian labour market and the interests of people already here.



The White Paper therefore proposed that a male relative coming to work in Canada should be required either to have an occupation that is in demand in Canada or to have a minimum educational qualification of seven years' schooling.

In the context of our present selection procedures, I believe that this was as good a proposal as could be made at the time. But I readily agree that it reflects the weakness of those selection procedures, by setting what can be in practice too rigid a standard. While years of education are an important advantage, other things being equal, the difference between, say, six years and seven should not be decisive; and that is especially true when a considerable proportion of potentially sponsorable immigrants come from areas where schooling has in the past often fallen a little short of those levels.

The new selection process that I am proposing offers us a way out of this difficulty.

It takes account of nine factors. Five of these - the applicant's education, his personal qualities, the strength of demand for his type of occupation, his age, and the skill factor in his occupation - relate to the immigrant's underlying prospects of successful establishment in Canada.

The remaining four factors affect rather the speed and ease with which he is likely to get settled initially. These are whether he has a definite job arranged, his knowledge of English or French or both, whether he has relatives in Canada, and the general employment situation in the area to which he first intends to go.

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For the sponsored immigrant, these short-term factors are much less significant. He has his sponsor who has undertaken to help him.

We have therefore experimented with a selection process that would remove these factors, in the consideration of the sponsored immigrant, and replace them by giving heavy weight to the factor of sponsorship. In effect, we would give logical expression to the principle stated in the White Paper and create a genuine trade-off between personal qualifications and relationship. A brother would not be admissible solely because he is a brother. But he would be admissible as long as he ranked even very modestly in the other selection factors. Provided he had good personal qualities, indeed, he would be admissible virtually without skill or education.

One advantage of this approach, dealing in comparative qualifications rather than absolutes, is that it would provide a basis on which we could extend the range of sponsorable relatives. The larger preference would continue to be given to the classes listed in paragraph 47 (c) of the White Paper; that is, sons and daughters and parents and grandparents who do not qualify as dependents, brothers and sisters, and nephews and nieces under 21. These people would have the maximum preference if sponsored by a citizen, and a slightly smaller preference if sponsored by a non-citizen.

As third and fourth groups, according to whether they are sponsored by citizens or non-citizens, I would propose to add nephews and nieces 21, uncles and aunts, and grandchildren. These relatives would not be admitted as freely as brothers, etc; but they would be admitted with lower qualifications than are now required of them as unsponsored immigrants.





We have tried out this procedure on a random sample of actual cases of people who would not be qualified as unsponsored immigrants. The results indicate that 97 or 98 per cent of relatives in the first group - brothers, etc., whose sponsors are Canadian citizens - would be admitted; the only exceptions are people who are most unlikely to be able to establish themselves in Canada. Where the sponsors are non-citizens, the likely level of admissions is a little lower but it is still very high - nearly 90 per cent.

It should be said, of course, that this is the situation in the present state of the labour market, when so many occupations rank as being in strong demand. In less buoyant economic conditions, the ratio would fall. But this does not mean that the relatives would be excluded for all time; they would be able to come forward when circumstances were more favourable.

Our experiment suggested that, among the proposed new sponsorable class - nephews etc. unable to meet the unsponsored standard - over 50 per cent would, in the present state of the economy, become admissible if a citizen sponsored them. If the sponsor is a non-citizen the ratio becomes much smaller - about 11 per cent.

I have no disposition to claim perfection for these proposals. We have been working for a considerable time towards improvements in the selection process. Every system has advantages and disadvantages, and it is hard to arrive at the best balance. But I believe that what we are now considering is a very considerable improvement on the present system. I think it removes the genuine weaknesses that have been pointed out before the committee. I believe that it will implement the principles of the White Paper.



With these policies and procedures, I believe that we can abolish discrimination, pay more regard to the claims of family relationship, act both with greater efficiency and with greater compassion than in the past, and serve the manpower needs of our growing Canadian economy through an expansionist immigration policy.



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EXCERPTS FROM A SPEECH ON  
STUDENT SUMMER EMPLOYMENT  
BY MANPOWER AND IMMIGRATION  
MINISTER ALLAN J. MacEACHEN  
HOUSE OF COMMONS

Canada

FRIDAY, MAY 8, 1970



I thank honourable members for the seriousness with which they have treated the subject of student summer employment. The motion was somewhat broader than the particular problem of student summer employment and could have embraced in its discussion other activities of the department, including our "Operation Retrieval", our student exchange program with other countries and our efforts to find a permanent place for graduates of universities in the Canadian labour market.

Naturally, honourable members have focused their attention on the immediate question now before the House, namely, the problem of providing jobs for the very large number of students who will be coming on to or are presently on the Canadian labour market.

I am pleased that once again the opposition has directed the attention of the House to the programs and policies of the Department of Manpower and Immigration. It is not surprising that the members of the opposition should refer back again and again to the programs and policies of this department, because we do administer a variety of complex programs which affect very closely the lives of many Canadians. Sometimes I wonder whether people fully realize the extent of our contact with the public in all phases of the department, including immigration as well as manpower.

I hope this motion will have the effect of drawing greater support for the programs that are already in effect in Canada to assist students this summer. The motion is a bit too late to have any influence on programs that could be put into effect for this summer. However, in the department over the winter months, beginning last fall, we have been at work preparing a summer program. We have been in contact with a variety of organizations in preparing this summer program. So, while we appreciate the somewhat belated motion on this subject put forward by the opposition, we hope it will have the effect of encouraging the highest possible employment for students this summer.

The problem is clear. There is an increasing number of students entering the labour force for temporary employment as a result of two factors, namely, the increasing youthful population in Canada and the increasing participation of Canadian youth in the educational process. When the schools and universities close in the spring, the students come on to the labour market for temporary employment. They come on to the labour market in order



to obtain jobs so that they can earn money with which to continue their education in the fall. This problem, which became acute last summer, may remain acute this summer and will probably become more acute later in the 1970s. This summer there will be a total of 641,000 students on the labour market. Of that figure, 385,000 are in university now or will be in university in the fall. The remaining group is composed of high school students in secondary institutions down to grade 10. This number is about 256,000. Therefore, it is important to retain that figure in mind, that is, that the number of students who will be going to university and who will be seeking jobs this summer is about 385,000. That is an increase over last year.

In the government's hiring policies we give priority to students who are now in university or who are about to enter university. These students have the first chance at jobs in the government because their need in respect of income obviously is greater. So of the total of 641,000 there is a total of 385,000 students now in or entering university this fall, plus an additional 256,000 students at the secondary school level. This is the problem we must face.

I do not agree with the honourable member for Winnipeg North, (Mr. Orlikow) when he says that in the present structural arrangement it is not necessary to have a special program. Unless there is a drastic reorganization in the university and school system, which is within provincial jurisdiction, to assist in this problem we will have this temporary demand on the labour market every summer for a growing number of jobs for students and we will have to have a special program for this special problem.

I should like to say that we should not "knock" the success of last year's student employment program. It was not perfect; we admit that improvements are needed, especially in respect of lengthening the period of employment available to students. But there were pretty encouraging results, ....much more encouraging than the doleful predictions which had been made by members of the opposition as we entered into the summer period last year. I was greatly worried concerning the performance, or the possible performance of our program last summer. I was greatly heartened by the result of the survey to which the honourable member for Winnipeg North referred. At least in his judgement it was a fairly effective drive, I think it was better than that.

In order to test the adequacy of our program, very early in the summer - in the spring - we decided to have a survey carried out at the universities and colleges in order to find out from the students what their summer experience had been. My hon. friend has referred to this survey. We have not tried to conceal its results. It has good parts, and there are parts we would like to change. It indicated that 93 per cent of the students in colleges and universities who wanted jobs, obtained jobs last summer .....

The survey also indicated the number of students who had jobs for the whole summer, for half the summer and for less than half the summer. There is a major improvement to be made in our performance in the direction of lengthening the work experience of each student .... I believe in their speeches this afternoon hon. members have taken a somewhat pessimistic attitude. Perhaps their intention was to urge us on to greater efforts....

It may also have the effect of creating a pessimistic attitude about the labour market for students this summer. The results last summer were pretty good; even the hon. member for Winnipeg North described them as fairly effective. I should like to congratulate the hon. member for Red Deer (Mr. Thompson) who, when we announced our program in July last summer, took note of our efforts and made a positive statement about the probable results of this program. The positive results did take place; jobs were obtained by 93 per cent of those who sought jobs. The students who were employed last summer earned \$300 million. This is rather important; it is not a trivial sum. To suggest that the effort, not only by the federal government but also by the provincial governments, the university associations and the employers, brought about a trivial result I believe is totally inaccurate and damaging to the efforts we are making this summer.

Ninety-three per cent did get jobs ... and they earned \$300 million. We say now that with the difficulties we face in the general labour market, plus the increased number of students - the 10 per cent that are coming out this summer - we are bending our efforts to do as well, and hope to do better this summer.

Our program was announced on May 4. Honourable members dismissed it as if it were of no consequence. It is of some consequence. We have put out \$260,000 in advertising to draw to the attention of employers in Canada the need of taking on students in order to meet the social issues that have been raised throughout this debate. It is not a question of a job; it is a question of the approach of society as a whole to this particular generation and the evaluation of the contribution it will make to Canada.....

We try to set the pace federally. We are taking on 11,365 students this year. Last year we took on quite a number. Over a two-year period since 1968 we have increased our hirings as an employer by 27 per cent. That is a pretty good record. If employers and provincial governments in Canada would do as well, there would be practically no student summer unemployment problem in Canada in 1970. These students who will work for the federal government this year will earn about \$12 million. In my department I am taking on 570 students. About 400 of them will be working in Manpower centres across Canada, helping other students get jobs. Surely if the students are as keen on getting jobs for themselves as we think they are, this body of almost 400 students will have a major impetus to do what we propose to do.

I want to go back for a moment to the results of a survey that was made last summer. The survey showed that 72 per cent of the students found jobs in private industry, 14 per cent with provincial governments, 7 per cent with the federal government and 7 per cent with municipal administrations. Governments provided close to 30 per cent of the jobs. The rest must come from private industry. It would be foolish on my part to develop a strategy without taking into account the fact that the major contribution to the resolution of this problem must take place within the private sector of the Canadian economy.

I am delighted to tell the House that the Canadian Chamber of Commerce very early this year, not suddenly in May or in April but early this year began to promote its Operation Placement, a student summer employment program. The program is under the chairmanship of Mr. Scrivener, the president of Bell Canada and he and his committee have taken the question of student employment very seriously. They have put out a booklet called "Operation Placement"

It is a new effort this summer. In this booklet the problem of student employment is analysed in the way that it has been analysed today and the numbers of students and the importance of solving the problem are studied. They go on to say: "It goes without saying that the Canadian businessman holds the solution to this problem ... Every effort must be made to find as many productive openings as are economically feasible."

Members touched upon the necessity of meaningful employment. It seems to me to be dangerous to take on students merely for the sake of taking them on without giving them something meaningful and substantial to do. In my own department we take on students for the summer and we are attempting to work out meaningful jobs so that at the end of the summer even though they will have earned \$1,000 or more, they will not have also developed a contempt for an organization that has put them in the system and does not give them anything meaningful to do. What Mr. Scrivener and his committee are saying in this booklet is that these openings must be economically feasible. He goes on to say: "It has been suggested that, since the student labour force in 1970 will amount to approximately 5 per cent of the national labour force, a '5 per cent guideline' be established as a target."

They have gone to their membership and have said that every employer belonging to the Canadian Chamber of Commerce should take on a student-equivalent of 5 per cent of its normal labour force. If the employers in Canada will do that, as requested by the Canadian Chamber of Commerce, and if employers in Canada will do as the federal government has done, there will be no student employment problem this summer.



The key to this problem, no matter how much we can do as governments at the federal, provincial and municipal levels, will depend upon what private employers will do in planning their efforts to take on an increasing number of students....What can Members of Parliament do to help, in addition to making speeches and drawing the attention of the country to this problem?....They can phone employers throughout the country and throughout their constituencies and ask, "Will you take on 5 per cent? Will you do what the federal government is doing? Will you do what the Canadian Chamber of Commerce recommends?" It would be a very important part of the program now if we got this impetus from Members of Parliament who appreciate the importance of summer student employment.

We have talked about what the government is doing, what we did last year, what we are hoping to do this year and what the Canadian Chamber of Commerce is proposing to do. I want to say a word about a person who has not been mentioned yet, that is, the student himself or herself. We still believe in individual responsibility....the most effective element in this program is the student himself or herself.

The most effective person in the job getting field is the student. As we talk about all these programs, let us remember that the boy or girl who gets the job this summer is the boy or girl who goes and digs for the job. I received a letter last week or the week before from a lady in Chilliwack, British Columbia. She had been watching our TV commercials showing a group of students talking about summer employment and saying, "We need work," or words to that effect. She wrote something that I thought was very important: "As I watch this film I ask myself these questions:



1. Why aren't they portrayed at least making an attempt to find work for themselves? 2. What do they appear to have done to equip themselves for summer work? As a mother of a 17 year old girl who worked hard towards her Royal Lifesaving medals since she was 12, I can tell you she has no trouble getting a summer position. However, she has planned ahead for her high school and university summer vacations. The average employer is looking for young people able to sell themselves, because they in turn will be able to sell his merchandise or services."

I quote those paragraphs merely to underline to honourable members that the underpinning of our program is the quality of the student, the way he puts himself forward and the efforts he will make to get a job this summer. I firmly believe that a sincere attempt by students will get a sincere response from most employers.

The honourable member for South Western Nova (Mr. Comeau)... asked for a national conference on employment. Well, the National Employment Committee met yesterday in Ottawa. Where are these bright research boys who are not watching what is happening?

Our National Employment Committee met yesterday. It is working effectively in order to bring together what is required to have a successful program this summer. My department was represented along with the Association of College Placements, the Economic Council of Canada and the Canadian Chamber of Commerce. They reviewed our common program, involving government, business and the universities.

There has been a good response, for example in the advertising field. I am quoting from a rough report from this meeting but I think it

might give honourable members a sense of what is happening in this country. First, with respect to advertising they say that in addition to the promotion gained from our \$260,000 campaign it was reported that the Financial Post had devised a letter encouraging student employment and a reprint of our major newspaper advertisement was sent by it to 13,000 subscribers and businessmen across Canada. That is one effort - a small effort, but a very important one.

The representative of the Canadian Chamber of Commerce reported that their program, Operation Placement, has been put into motion and that at least 160 Operation Placement committees have been established by the Chamber across Canada, all working closely with Canada Manpower centres.... and located in major communities and student density areas. The representative of the Canadian Chamber of Commerce pointed out that the intention of the federal government to employ so many students this summer has been of great help in their program when approaching employers across Canada.

I do not want for a moment to underestimate the nature of the problem or the importance of solving it this summer. I hope we will be able to do as well this year as we did last year. Co-operation will be required. Co-operation has already come from business and industry. I hope it will be forthcoming from hon. gentlemen opposite and from hon. gentlemen on this side of the House, many of whom are active in areas where the hiring of students comes within their purview.

It has been pointed out that this is a serious matter for students. While there are loans and bursaries, all students are not able to avail themselves of these avenues of financing education. Indeed, while some students have access to loans and bursaries they would much prefer to graduate without any financial obligations and enter life without that additional encumbrance. We give them credit for that. The problem of financing their education is a serious and important one. We have taken action to give jobs in the government. Private industry is taking action to assist in getting jobs as well. We know that as a government we cannot solve the problem alone. We cannot solve the problem of poverty alone. It involves the active co-operation of the private sector.

I should also point out that there are students who may not want to take jobs this summer. The world is changing. Travel is becoming more popular. Affluence is apparent for some students. This is not just a poverty-stricken class totally. For example, last summer some students wanted to become better acquainted with the world in which we live and 14,000 of them went travelling....

Some 5,000 students did voluntary work. For one reason or another they were in a position to take on voluntary work. Another group of about 24,000, either because they had to catch up on courses or because they wanted to accelerate their education, stayed on at university. There is a whole spectrum to the problem. It is a very dynamic process.

The comment that the government does not care, cannot be taken seriously. We are proud of our young generation. We are proud of the students of Canada. We are not as young as we used to be, but we still appreciate the idealism and the sensitivity of young people. Certainly this government wants to maintain its links with the young generation and wants to maintain a sensitive approach, not basically for political purposes but because, as has been pointed out in the debate, the very survival of our country and of our institutions depends upon the confidence that the young people of Canada have in these institutions.

As one person, one member and one minister, I have great confidence in the youth of Canada. I am grateful that they are not embroiled in the difficulties in which, unhappily, the youth of the United States find themselves.



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AN ADDRESS

BY THE HONOURABLE ROBERT ANDRAS,  
MINISTER OF MANPOWER AND IMMIGRATION,  
ON SECOND READING OF AN ACT TO AMEND THE  
IMMIGRATION APPEAL BOARD ACT,

JUNE 20, 1973





Mr. Speaker:

Before discussing this Bill, I would like to put it in context by saying a few words about our more fundamental approach to a new Immigration policy for Canada.

As honourable members know, the Government has been working for some time toward a thorough revision of Canada's immigration law. While the present Immigration Act dates back to 1952, its roots are in legislation shaped by the conditions and problems in Canada at the turn of the century. Developments in the intervening years have revolutionized transportation, lowered economic barriers to migration and other travel, produced spectacular growth in international tourism, and radically changed the society that immigrants find on their arrival in Canada.

A great deal has been done toward preparation of a new immigration policy that will be in the best interests of Canada's social, cultural and economic well-being, that will respect the dignity of people and provide for their individual growth in this country, and that will recognize the interdependence of the nations and the peoples of the world.

But I have come to the conclusion that even more work is needed to formulate the basic legislation so as to meet the needs of the Canada of the 1970s, characterized as it is by the development of new values and attitudes in tune with rapid social, economic and technological change.



More thought and more discussion, both within Government and Canadians generally, are necessary, I believe, before we are ready to put the final touches to new Immigration legislation that reflects the needs and values of the Canada of today and that has the support of the Canadian people.

I can now announce that the Government is undertaking a review of the whole field of immigration policy, with an eye to the needs of the Canada of a decade from now, as well as those of today. Proposals based on this review will be written into a policy paper for submission to Parliament and the Canadian people, as a springboard for the public examination and debate that should precede the drafting of a new Act.

But there are problems too pressing to wait.

One in particular has concerned me deeply since I assumed responsibility for my present portfolio because I know that it has brought anxiety, and sometimes, hardship, into the lives of many people now living in Canada. Some of them may now have been here several years, facing daily the fear that a tap on the shoulder would signal detection of their lack of a legal right to residence in Canada. Others may have arrived in Canada before it became necessary to revoke the right to apply in this country for immigrant status but failed, or were unable to apply in time. Still others may have been on their way here, or have made arrangements for the trip, when the revocation was announced November 3, 1972.



Mr. Speaker, I do not condone violation of the law. The right to apply in this country for immigrant status was legally open solely to people who came here genuinely intending only to visit, and changed their minds after arrival. And I cannot bring myself to believe that people who sold their houses and possessions, and in other ways burned their bridges in their home countries, were being completely frank when they said on arrival at a Canadian port of entry that they were here only for a visit.

But that being said, Mr. Speaker, we cannot forget that these are human beings, many of them, no doubt the unfortunate victims of unscrupulous, self-styled immigration counsellors, who may have convinced them, for a fee, that they were doing no wrong in short-circuiting Canadian immigration law. Others, who knowingly violated the law in the way they entered Canada or remained here, have nevertheless put down roots now, established families, and settled into productive work.

I am happy that the introduction of this Bill, which having enabled us to put the future appeal process on a practical, fair and workable footing makes it possible for us to turn back and offer these people an opportunity to get their life in Canada off to a new, and legal start. Honourable members will understand that this could not be done before the introduction of legislation to restore order to the appeal system.





The legislation has two key objectives:

- to provide an opportunity for adjustment of the status for most persons who have lived in this country since November 30, 1972, without a legal claim to residence;
- to restore order to the appeal process and eliminate the heavy backlog that threatens to delay for many years the disposition of cases now awaiting a hearing by the Immigration Appeal Board.

I will discuss the opportunity for adjustment of status in greater detail later, Mr. Speaker, but there are several key points I would like to emphasize now:

- The opportunity for adjustment of status is not limited to those who entered Canada legally or have a legal right to be here now. Whether a person entered the country legally or not, whether he or she remained here longer than they had a right to, is not a factor. And they will not be prosecuted for this.
- The opportunity is not open-ended. It begins on the day this Bill comes into force. It ends 60 days later. This is a wide-open invitation to those who have lived in Canada continuously since November 30, 1972, to come forward and apply for adjustment of their status. But it is also a last chance. Any who



Clause 7(a)(ii)

Clause 5

Clause 8(2)(d), (c)

- register during the allotted 60 days will have the right to apply for permanent residence and, further, if their application is turned down will have a right of appeal to the Immigration Appeal Board. But any who do not come forward within that time will lose any right of application or appeal they might otherwise have had.
- The opportunity for adjustment of status is not open to persons who are in this country on a Minister's permit, or who are here as students under contractual relations with their home country. Nor is it open to those persons who fall into the prohibited classes under the Immigration Act for reasons other than violation of Immigration legislation.

In plain language, Mr. Speaker, the choice facing all those eligible to apply for adjustment of status is this: either to come forward within the 60 days allotted with immunity from prosecution, or to remain underground for the rest of their lives in Canada, running the constant risk of detection and deportation.

The second pressing problem is the immense backlog that has jammed the operations of the Immigration Appeal Board and seriously undermined the basic principles of our immigration policy.



The dimensions of the problem demonstrate its urgency. The backlog, which was 12,700 on January 1 of this year, had reached 17,472 in five months, or almost 1,000 a month, while the Board's capacity for hearing appeals is about 100 a month.

The backlog is the result of misuse of decent, generous legislation and regulations brought in in 1967. While we are anxious to move quickly with this legislation so that the appeal process may be brought up to date as soon as possible, we take no satisfaction in the need for emergency action to solve problems caused by too much faith in human honesty. However, I want to emphasize that these provisions do not signal any basic shift in Canadian immigration policy. They are just measures necessary to put our house in order.

The Bill responds to the problem confronting the appeal process with three objectives:

- to eliminate the backlog of appeals against deportation orders now confronting the Immigration Appeal Board;
- to enable the Appeal Board, within a reasonable time, to hear appeals, promptly, as they come up;
- to make the appeal system more realistic and equitable through the elimination of existing loop-holes.

To see the need for this measure in perspective, we must look back first to two open-handed and generous changes in Canadian immigration law and regulations made in 1967.





The Immigration Appeal Board Act of 1967 established an independent appeal body and gave it the authority to make final and binding decisions on actual deportation. It vested the Board with broad discretionary powers, authorizing it to allow a person ordered deported to remain in Canada when there were strong prospects of punishment for activities of a political character in his or her country of citizenship, or there were humanitarian considerations deserving special consideration.

I want to assure honourable members that the discretionary powers will remain with the Board after this legislation comes into force. The right of a Canadian citizen to appeal the refusal of an application made on behalf of a sponsored relative for an immigrant visa will also remain.

The 1967 legislation also gave anyone ordered deported the right to appeal the order to the Board, no matter what his or her status under the Immigration Act.

The size of the Appeal Board was limited by the Act to nine members. This number was based on previous experience in appeal procedures, with a certain latitude allowed to take care of what was anticipated to be a normal expansion in the Board's activities.

In the light of our present problems, Mr. Speaker, it is important to recall that the debates which took place in this House at that time reflected a preoccupation with the problems of immigrants and, in particular, those of refugees. Little



attention, if any, was given to the question of deportation of either visitors or illegal entrants.

In practice, however, appeals by visitors and illegal entrants make up some 90 per cent of the load of 1,000 appeals a month that are swamping the appeal process and creating the huge backlog the Appeal Board now faces.

This, too, is an unforeseen consequence of what seemed a desirable change in immigration regulations in 1967.

This change, perhaps naive in the light of experience and certainly unprecedented anywhere in the world, made it possible for visitors to apply for landed immigrant status in Canada. If they could comply with immigration regulations, including the selection criteria, they would be granted the privilege of permanent residence without having to go to the trouble and expense of returning to their own country to apply for a visa. The idea seemed sensible. It was intended and expected to be used only by a handful of persons who came here genuinely planning to return home after their visit, but, while in Canada, decided they liked the country and wanted to stay. It was not intended, or expected, to serve as a large-scale alternative to the regular procedure in which the applicant applies in his or her own country for an immigrant visa, and remains there until the decision on whether he or she meets the selection criteria. These criteria, I should emphasize, are designed as a gauge of the individual's prospects of a successful adjustment to life in Canada.



It was not intended -- I want to stress this because it appears to be a subject of some confusion -- it was not intended to provide a foot in the door for people who came here fully intending to stay permanently. Anyone who came into this country claiming to be a visitor, but intending all along to stay, entered Canada in direct violation of immigration law. The right to apply here for immigrant status could be exercised, legally, only by people who came to Canada as genuine visitors.

What happened in practice turned out to be radically different from what had been expected and intended. Thousands of persons began arriving in Canada in the guise of visitors, but with the full intention of staying here.

By itself, the right of application in Canada would not have given persons who chose this route a head start over those who applied abroad. Either way, the applicant faced similar selection criteria. An applicant who would have been turned down abroad would probably be rejected in Canada as well.

But, when combined with the universal right of appeal available to them, the would-be immigrants who came to Canada to apply gained one enormous advantage over those who followed the normal procedure of applying abroad. If their application was turned down they would stay in this country illegally, in effect forcing a deportation order on themselves, and thus gaining the right to a hearing by the Immigration Appeal Board.





In this way they gained access to the discretionary powers of the Board to permit them to stay in Canada on compassionate or humanitarian grounds even as, in many cases, the legality of the deportation order or the facts upon which it was based were not even challenged by the Board. But, more important, as a mounting backlog of appeals led to long delays in Board hearings, appellants became entrenched through the very process of living here and trying to support themselves. In these circumstances it became more and more difficult for the Appeal Board to reject their appeal.

As the backlog of appeals swelled, the time delay increased dramatically. On the average, a person who appealed a deportation order last week could have counted on waiting many years for a decision, had the legislation remained the same.

This is obviously unfair in that it clogs the system so that the legitimate immigrant appellant is forced to wait for years under the shadow of a deportation order. It is equally unfair to those applicants who played by the rules, waiting in their own country for a ruling on their application for an immigrant visa. And it makes a mockery of the policy under which this Government, as authorized by Parliament, regulates the flow of immigration by applying criteria based on the ability of the applicant to settle successfully in Canada. As I have mentioned, some 90 per cent of the persons whose appeals are now awaiting hearing by the Appeal Board, and whose numbers have in effect made the appeal process unworkable, are either visitors or illegal entrants.



Since last June the Government has been attempting to check the growth of this problem by a series of three administrative measures.

The first, announced last June 23, was a review of a backlog of cases awaiting an Immigration Inquiry. Such an inquiry, conducted by an officer of my department, is the stage at which a deportation order is issued if warranted.

Since a large proportion of the persons whose cases were heard had shown, while awaiting the inquiry, that their prospects of adapting to life in Canada were better than had been expected, a majority received favourable decisions.

Shortly after this step was taken, and probably in anticipation of tighter controls in future, there was a tremendous surge in the flow of self-styled visitors into Canada. The crisis was reached last October when as many as 4,500 of these persons arrived at Toronto International Airport alone in a single weekend. At the same time the number of applications in Canada for immigrant status began to escalate dramatically. The situation was clearly becoming unmanageable.

As a second step, the Government announced last November 3rd the revocation of Section 34 of the Immigration Regulations which had permitted application within Canada for immigrant status.



The third step was the introduction on January 1, 1973 of regulations requiring registration of visitors staying in Canada for more than three months, and employment visas for visitors wishing to take jobs.

It had been evident for some time that control over the length of stay and the employment activities of visitors to Canada was inadequate, particularly in the light of dramatic increases in their numbers, from slightly more than 28 million in 1955 to almost 39 million in 1971.

Briefly the new regulations require that persons who are not Canadians or landed immigrants, and who wish to stay in Canada for more than 90 days, must register with an immigration officer. Furthermore, such persons, no matter how long they intend to stay, must obtain an Employment Visa if they wish to work.

But, all these initiatives having been taken, the fundamental problem inherent in the appeal remains.

As I mentioned earlier, the backlog of people awaiting a hearing by the Appeal Board was 17,472 at the end of May. But for the special administrative review of last year, there might have been another 12,000 cases awaiting the Board. Taking into account the existing capacity of the Board, and the rate at which it is receiving new appeals, it is distinctly possible that by the end of this year, unless the law is amended, the backlog could reach between 25,000 and 30,000. That would mean, very simply, that many persons who appealed a deportation order could





count on a 20-year stay in Canada while awaiting its outcome. Bearing in mind that this possibility would be open to every person from abroad who set foot in Canada, such a situation could only be described as pure farce. Canada's selection policy for the orderly acceptance of immigrants, and the integrity of the appeal system, would be totally undermined.

Obviously, Mr. Speaker, the law must be changed.

An apparent solution to the backlog might appear to be to simply increase the size of the Board to match the workload of appeals. But, just to keep abreast of its workload, now averaging about 1,000 appeals a month, the Board would have to be enlarged to 75 members.

The effect of this would be to have permanently a Board which was larger than the combined strength of the Supreme Court and the Federal Court.

But, beyond that, if the universal right of appeal to the Board continued unchanged, a single individual could take up the time of the Board with several appeals in succession if, after being deported, he managed to slip back into the country again. Ordered deported again, he would automatically gain the right to another hearing by the Appeal Board.

Clearly what is required is not merely an expansion of the Board, but an adjustment of the present procedures open to the Board and above all an adjustment of the categories of persons who have access to it.



We must bear in mind that any person ordered deported from Canada has already had access, first to an examination officer, and then to a special inquiry officer, of my department.

I believe that in light of the experience which has been gained in the five years of the operation of the Immigration Appeal Board Act, we should ask ourselves if every person, by the mere fact of setting foot on Canadian soil, should gain access to the Board and from it to the Federal and Supreme Courts.

The Bill before you, Mr. Speaker, suggests that he or she should not. It provides that the right to appeal a deportation order should be confined to those persons to whom Canada has some established legal or moral obligation.

Comments made by honourable members of other parties when I appeared May 17 before the Standing Committee on Labour, Manpower and Immigration, lead me to believe that members on both sides of this House agree that this change is necessary.

There are some who would say that we should have acted two or three years ago. Today, with the benefit of hindsight, that is easy to say and may be hard to dispute. But many of us felt that the Act and Regulations of 1967 had been a noble experiment, liberal in the small-L sense of the word -- for it represented a consensus of all groups in this House at that time -- and typical of the Canadian concern for people of other lands that has led this country into so many peace-keeping missions, some of them under conditions a more coldly calculating people might have rejected out of hand.



I am sure honourable members will agree that if we had to make a mistake, it was better to err on the side of preserving the universal right of appeal too long, than to restrict it before we had conclusive evidence that this action was necessary.

Surely it was not unreasonable to hope that the revocation of the right to apply in this country for immigrant status might staunch the flow of people who came here calling themselves visitors but were in fact determined to stay. Only when this step had been taken, and the flow continued, could we be sure that the only solution, in addition to enlarging the capacity of the Appeal Board, was to put the right of appeal in a more realistic framework.

The provisions of this Bill fall into three distinct categories. The first provides an opportunity, during a period of 60 days, for persons who have been in Canada continuously since November 30, 1972, to apply for adjustment of their status; the second is a series of permanent amendments to prevent recurrence of the situation in which the Immigration Appeal Board now finds itself; the third is a group of temporary amendments to deal with the backlog.

I have mentioned the opportunity for adjustment of status already and will return to it in more detail later. In listing the other main provisions of the Bill I want only to stress that it, the adjustment of status program, is part of a package, made possible by the permanent and temporary amendments that bear directly on the appeal process for the future.





The main permanent amendments:

Clause 2(1)

- (a) provide for the Governor-in-Council to appoint up to seven temporary Immigration Appeal Board members for terms of up to two years;
- (b) modify existing appeal rights by confining the right of appeal in the future to:

Clause 5

- (i) persons who have been issued an immigrant or non-immigrant visa abroad who are ordered deported for any reason while seeking admission at a port of entry;

- (ii) landed immigrants;

Clause 7(a)(ii)

- (iii) people who come forward under the adjustment opportunity program; or

- (iv) persons having a substantial claim to refugee status or to Canadian citizenship.

Clause 5

In determining whether a person has substantial grounds for consideration as a refugee, the Board will be guided by the United Nations Convention Relating to the Status of Refugees.

Clause 5

- (c) introduce a procedure for disposing quickly of claims based on what the Appeal Board determines are unsubstantiated grounds to claim refugee status, or Canadian citizenship.



The main temporary amendments to the Bill:-

- Clause 2(2)
- (a) provide for the Governor-in-Council to appoint such additional temporary members as considered necessary to enable the Appeal Board to eliminate its backlog at the earliest possible time;
- (b) enable appeals to be determined by single members of the Appeal Board instead of a panel of three members as at present, pending the elimination of the backlog, and;
- Clause 4(1)
- (c) guarantee appeal rights to all visitors, illegal entrants, and other persons who are ordered deported after the Bill comes into force if their further examination or inquiry was ordered before the first reading of the Bill.
- Clause 7(a)(i),(b),(c)

I would like to stress this last point.

- Any person, no matter what their status under immigration law, who had been reported for special inquiry, which could lead to a deportation order, or who was awaiting a hearing by the Appeal Board, on the day this Bill was given first reading, will keep the right of appeal. It is not withdrawn retroactively. However, for all reported for special inquiry after that date, the right is limited to the categories I listed earlier.
- Clause 7
- Clause 5



Clause 4(1)

I should also emphasize that, during the period while the backlog is being cleared up, the Board has the power to hear appeals filed by landed immigrants, or complex cases, by three-member panels. It is reasonable to assume that only relatively routine cases will be heard by a single member of the Board. Moreover a single member will have the right to refer a case to a panel of three if complications arise or if for any other reason this appears necessary to ensure a fair hearing.

At the risk of repeating myself, I want to say that I am gratified that it is now possible to announce the program offering an opportunity for people who have lived in this country since November 30 to apply for adjustment of their status. It is an announcement I have long been anxious to make.

The right to apply in Canada for immigrant status - a noble experiment - had proved unworkable. It had to be laid to rest. But decency demanded that it be laid to rest fairly. And this program, which accommodates most people who were caught by the November 3, 1972 announcement, remained in Canada since then, as well as people who have lived here without legal status for years, has only now become possible, as part of a package that protects the future of the appeal system.

Clause 8(3)

Applications under the program will be judged in the light of such criteria as length of residence in this country, family relationships, financial stability, employment record, and compelling grounds for compassionate consideration. Those whose

Clause 7(a)(ii)





applications are rejected will have a right of appeal to the Immigration Appeal Board, which as I have mentioned, has the discretionary power to set aside a deportation order on grounds of compassionate consideration or unusual hardship.

We would expect the great majority of those who come forward to qualify for landing, at the examination stage.

However, to ensure that there be no misunderstanding, I want to spell out clearly that the program is not open to persons classed as prohibited by the Immigration Act on grounds other than their status under that Act itself. Convicted criminals, unless entitled under the Act to be recognized as rehabilitated, are not eligible.

Clause 8(2)

Persons already reported for special inquiry, or ordered deported and awaiting the disposition of their appeal, who were in Canada prior to November 30 and who have remained here since that date, will have their cases reviewed to determine their admissibility under the criteria established for the adjustment program.

But for those who are eligible I cannot over-emphasize the importance of applying within the 60 days prescribed. The clock starts ticking on the day this Bill is proclaimed. And the opportunity runs out, permanently, 60 days later. The program is being introduced in the interest of fairness. Advance notice that it will last for 60 days only is fair warning.



Mr. Speaker, we expect that when this legislation is adopted, it should be possible to clear up this backlog of appeals within a reasonable time. Precisely how long this will take, of course, is impossible to forecast, as there is no way of predicting how many appeals will be added to the present potential backlog as a result of the adjustment process. The main point is that the legislation provides the flexibility necessary to deal with the present situation and to ensure that the Appeal Board is able to keep its work up to date once the backlog has been cleared up. The Act commits the Government to revoke the temporary provisions when the overload of the appeal system has been disposed of.

uses 2(3),  
4(2)

Mr. Speaker, in 1967 Parliament enacted the Immigration Appeal Board Act, setting up an untried and very generous appeal system. Experience has shown that it was open to misuse and the purpose of the Bill before the House today is to stop the misuse while remaining true to the original spirit of the Act.

I am confident that this Bill does remain consistent with Parliament's original intent, expressed as a consensus of all groups in this House at that time. It retains the Board as an independent appeal body and preserves its authority to make final and binding decisions. At the same time it recognizes that everyone who has a reasonable claim to consideration should retain their right of appeal.



Having been urged by members on all sides to bring this legislation forward quickly, having heard members opposite suggest, in committee, many of the changes that are now included in this Bill, I am hopeful that Parliament will deal with these amendments through all stages before it rises for the summer recess.







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Publications



NOTES FOR AN ADDRESS

BY THE

HONOURABLE ROBERT ANDRAS

MINISTER OF MANPOWER AND IMMIGRATION

ON THE

OPENING OF THE RED DEER

CANADA FARM LABOUR POOL

June 10, 1974



It is a great pleasure for me to be here in Red Deer today to officially open the Red Deer Farm Labour Pool

You know, in 1912, Bob Edwards wrote in his Calgary Eye-Opener:

"City people envy the farmer -- but not to such an extent that they take advantage of the continuous opportunities to be one."

There are still continuous opportunities of course, but farming today is such a technically complex business requiring a high degree of management and scientific skills that it would be naive to imagine that just anybody, fired by the romantic image of the cattle or the wheat baron on his rolling Prairie acres, could overnight become a successful farmer.

One of the most difficult problems which farmers face is that of obtaining adequate supplies of labour when they need it.

That is why I and my Department have taken this initiative to establish 30 Farm Labour Pools across the country to cope with this problem. Twelve of these pools are on the Prairies because the need here is obviously acute, and of those six are in Alberta.

In a country such as Canada where differences in climate are extremely pronounced, and where the types of crops grown change over relatively short distances, it is the local farmer who best knows his needs, particularly his labour needs. Farm Labour Pools have been established by the federal government to meet manpower needs for farm labour of a seasonal, relief or permanent nature.



There are few industries in which manpower is so vital a factor of production as in agriculture. No matter how much capital is available and how many scientific aids are used in farming, crops and other farm products will not be raised, harvested and brought to market without the labour of human hands.

The availability of qualified farm labour is a critical factor influencing the volume and cost of production. It has a direct bearing on the price of food in the grocery store and, therefore, is of extreme importance to all Canadians who are the ultimate consumers of the produce our land provides.

Major shifts in agricultural manpower reflect the great changes that have taken place in rural life during the last 20 years. In 1972, for example, only 481,000 people, representing less than 6 per cent of the employed labour force, were working in agriculture. Of this number, about 20 per cent were paid workers, the remainder being unpaid family workers or self-employed farmers.

Unfortunately, it is among the unpaid and self-employed farm worker that the decrease in the supply of farm labour is primarily occurring as aging people leave marginal farms and as farms are consolidated into larger units. The number of persons now in this group is little more than half of what it was in 1953 and consequently there are fewer hands to do the work.





Countless scores of young people and farm workers are being attracted away from the land by demands for labour from other industries, and consequently agricultural labour shortages have been created.

Existing Manpower programs and services to the agricultural industry have done much to alleviate the manpower problem. But an extension of these services is now required to meet farm labour needs.

My department's Agricultural Assistance Program, announced earlier this year, consists of two components: Canada Farm Labour Pools and Agriculture for Young Canadians.

The pool program is of an experimental nature, designed to help both farm employer and farm worker fill their needs at the local level. For, I firmly believe that labour needs can be identified only by farmers themselves. At the same time, the program will provide better organization and more stability to the farm labour market.

At the end of the "pilot project" phase of the program an assessment will be made of the services offered to the agricultural industry. If the pool system is considered successful, it will continue to operate with whatever refinements are found to be necessary. However, I must stress that the success of the operation of the pools rests squarely upon the shoulders of local farmers. They must make their manpower needs known to pool managers who, in turn, are responsible for meeting these needs.



At this time it may be fitting to outline the operational structure of the Pools which will clearly indicate why I place so much emphasis on the vital role local farmers will play in the program's success or failure.

The program involves a three-tiered organization consisting of existing Federal-Provincial Agricultural Manpower Committees supplemented by Local Agricultural Manpower Advisory Boards (better known as L.A.M.B.s) and the Canada Farm Labour Pools.

The L.A.M.B.s are in continuous contact with the Canada Farm Labour Pools and they will ensure that guidelines established will not conflict with conditions lawfully set down by federal, provincial and municipal authorities.

The Manager of the Canada Farm Labour Pool in Red Deer, Mr. Ronald Didier -- has complete responsibility for its operation. He will identify the demand for farm workers in this area, through direct contact with farmers and farm organizations.

His other responsibilities include recruiting and referring of farm workers, and establishing wage rates and criteria for work and accommodation. The pool will, in certain cases, underwrite job familiarization for a period of up to four days.



Farmers, who use pools to fill their manpower needs, can take advantage of its other services. If they wish they will be helped with paperwork involved in making up payrolls and in calculating income tax and pension plan deductions.

The resources of Canada Manpower Centres will be at the disposal of the Farm Labour Pools to ensure that an adequate flow of labour is always available. The CMC will direct farm workers to the pool and notify other CMCs, through its communications network, of local agricultural manpower requirements. The CMC will also make arrangements for the movement of workers within and between provinces and, thereby, alert unemployed Canadian farm workers of job opportunities. The program provides mobility assistance to Canadian agricultural workers in all areas of the country to assure employment when farm work in their own district is no longer in peak demand.

Notwithstanding this, it is obvious that there will be circumstances when workers other than Canadians or landed immigrants will be required to bolster the agricultural work force for a temporary period. If Canadians or landed immigrants are not available or are unwilling to do the work, and if employers are prepared to provide adequate wages and working conditions, my department will admit the necessary numbers of off-shore workers through approved programs, in the first instance. If these are inadequate to meet the demands, the necessary off-shore workers will be permitted entry provided employers meet certain minimum wage and working requirements.



The other component of my department's Agricultural Assistance Program is Agriculture for Young Canadians. A.Y.C. is designed to attract young Canadians, primarily students under 18 years of age, to agricultural work during the summer vacation period and to possible future careers in agriculture. The Department of Manpower and Immigration has entered into agreements with participating provinces to contribute up to \$50,000 each to assist in the administration of A.Y.C. programs.

Young Canadians can also participate in farm-work by registering with their nearest Canada Farm Labour Pool or Canada Manpower Centre. It is anticipated that large numbers of young people will devote a significant portion of their summer to the vital job of bringing in the harvest.

To sum up, in view of the increasing manpower needs of agriculture it is clear that an organized approach must be taken. My department has responded to this challenge by establishing Farm Labour Pools in areas of high agricultural demand. We are definitely not saying that the pool system will be a panacea resolving all the manpower needs facing the agricultural industry today. But we are convinced the program is a step in the right direction and will ease the difficulties farmers find themselves in today.





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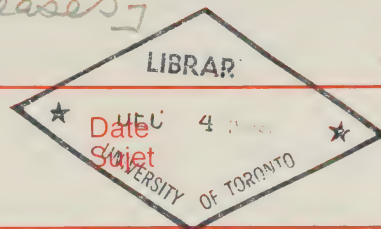
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NOTES FOR AN ADDRESS  
BY THE HONOURABLE ROBERT ANDRAS  
MINISTER OF MANPOWER AND IMMIGRATION  
TO THE  
CANADIAN CHAMBER OF COMMERCE  
TORONTO, ONTARIO  
SEPTEMBER 23, 1974

THE UNEMPLOYMENT INSURANCE/MANPOWER PARTNERSHIP



I was delighted to be asked to take part in your annual meeting this year. The theme of your conference, "Priorities for Action," is a timely one not only for the Chamber and its members, but for the federal government as it plans its programs and sets its priorities for the new Parliament which is about to begin.

I have been personally associated with the Chamber of Commerce for years, but I appreciate that you have invited me to speak to you not as Bob Andras from Thunder Bay, but as the Minister responsible for the federal government's employment programs, and for those programs which deal with unemployment. For this reason, I have chosen to use this opportunity today to tackle head-on several of your stated concerns about Manpower and the Unemployment Insurance Program and to outline some of my "priorities for action."

The Chamber of Commerce in Niagara Falls, Ontario, recently did a survey of employers' hiring experience, focussing specifically on the employers' opinion of the Unemployment Insurance Program and the Canada Manpower Centres. The report they have now released is quite critical of both agencies. The performance of Canada Manpower is rated from good to poor, with the main charge being that, after inadequate screening, they refer poor candidates who lack motivation. The Unemployment Insurance Program is blamed for the fact that all workers must register with CMCs even though some have no desire to work, and they are then referred to employers.

The survey was quite fair too, in noting that some employers found CMC service quite good, while others found CMCs capable of good service if employers provided a clear description of their job vacancies.



On the whole, I have found the Niagara Falls Chamber's report constructive. In responding to it, let me first reiterate its main themes:

- the Unemployment Insurance Act should be thoroughly reviewed in the light of our experience over the past several years;
- Canada Manpower Centres should do a better job of recruiting workers for employers;
- Manpower and the UIC must integrate their efforts in the labour market;
- both agencies must work more closely with employers across Canada.

Another theme, less well-developed in the report, but which I must emphasize, is the need for employers to recognize their own responsibilities to recruit, train, and hold workers.

Having acknowledged the over-all fairness of the report, I want to emphasize that I didn't discover those things discussed in it today or this year. My officials and I have been working hard for almost two years to correct many of the problems and I am satisfied that we are making real progress.

Before commenting on the criticisms of our Manpower and Unemployment Insurance Programs, let me put my remarks in context.

First, Canada's Unemployment Insurance scheme is one of the best, if not the best in the world, and I am now satisfied it is one of





the most effectively administered. One difficulty in Canada, of course, is that our economic infrastructure produces a relatively high rate of unemployment, much higher than in Europe, for example. Coupled with that is the problem posed by our geography: it is extremely difficult to give all UIC applicants the personal screening and follow-up that would be the ideal.

Our Canada Manpower system is also one of the most effective in the world. Last year, we made over one million placements in full-time regular jobs. We have one of the most comprehensive and up-to-date arrays of Manpower programs and services available to workers and employers anywhere. That performance exists in the face of two major obstacles Manpower faces:

First, Canada, unlike most other countries in the world, permits private employment agencies to flourish, free of most of the rules applicable to a public employment service. Our CMCs are not free to concentrate on the easy-to-fill job or the easy-to-place worker.

Second, in Canada, we have a great number of jobs which are difficult, low paid, dangerous, and in isolated areas. Today, for example, many Canadians are critical of the fact that job vacancies abound while unemployment remains relatively high, while completely overlooking the nature or location of many of those jobs. Employers complain that Manpower refers poorly qualified workers to them, but our analysis of the jobs registered with us is that they are very often the poorer jobs, which employers cannot fill at the factory gate, or via the newspaper.



What we are doing about Unemployment Insurance and about Manpower, and the increasingly productive partnership which is forming between them, is the theme of my remarks today.

First, let me talk about the Unemployment Insurance scheme.

I am sure we all agree that unemployment insurance is a valuable concept, providing as it does, an adequate level of income maintenance for workers who are temporarily unemployed. The objective of the plan is simple. Achieving it is not.

To keep pace with the growing needs and sophistication of the labour market in Canada, the Unemployment Insurance Act has been called upon to demonstrate a degree of flexibility - of adaptability - which has tested it severely. In 1971, we introduced a series of complex revisions to the legislation necessitated by changed social and economic conditions in this country. As you all know by now, these revisions, particularly the provision of universal coverage and a number of special benefits, coming as they did, during a period of high unemployment, caused us some pretty severe administrative headaches in the early stages of their introduction.

In retrospect, the problems we faced seemed almost insurmountable: 2 million clients a year to serve, millions of cheques to issue, the list seemed endless.

And yet surmount them we did.

Over the past two years, the Unemployment Insurance Commission has taken a number of steps to improve the administration of this



important program so that it better meets its dual responsibility, namely:

- to make certain that claimants meet their obligations under the plan while receiving all their rights;
- to fully safeguard the financial integrity of the program.

To achieve this, we have concentrated our efforts in five main areas:

1. A decentralization of our operations involving the upgrading of over 100 existing offices and the opening of more than 20 new ones has brought our services closer to the insured workers who need them.
2. The introduction of the service unit concept, a more personal approach, to replace the long-distance method of processing claims, keeps us in closer contact with claimants, gives us a better chance to make them fully aware of their rights and obligations.
3. The development of the directed interview program lets us identify and interview personally, claimants who quit their jobs, transfer from special benefits to regular benefits or are in demand occupations.
4. An increase in our benefit control staff and improvement of procedures in this area have resulted in a significant improvement in effectiveness of our control programs. The main thrust of our efforts, however, is in the fifth area - in getting the unemployed back into the labour market as



quickly as possible. This is where Manpower's role, and the co-operation between the two agencies, become essential.

Manpower, too, has been examining itself critically. Although our past performance has been good in comparison with other countries, it has followed the traditional labour-exchange approach adopted by public employment services around the world. That is, employers register vacancies and workers register for work, and they are matched up using occupational codes and a variety of manual, mechanical and electronic systems. In Canada, and in other advanced countries, that basically passive system is no longer good enough.

As a result we are well advanced on a complete re-structuring of our Canada Manpower Centres and our whole approach to the labour market.

In the CMCs themselves we are converting to a self-service approach to facilitate quick, efficient job-matching, freed of red-tape and paperwork, while retaining as much screening of workers as necessary to meet employers' needs. By next spring the conversion will be completed in all CMCs in Canada. Over the next several years, the job-matching will be further speeded by progressively converting to an on-line computer system, linked with a similar UIC system.

More important, however, is that, as each CMC acquires its self-service Job Information Centre, we expect it to intensify its service to workers or employers with special problems. We are re-training our staff, and have expanded the number of those with special expertise in counselling, in manpower planning or in recruitment. We expect our staff





to get out and sell worker-clients to employers, even employers who have not registered vacancies with us, and to actively recruit workers for employers, across Canada and, if need be, abroad.

We are building a new Canada Manpower and many of you should be seeing the results across the country, day by day.

A key objective of both Manpower and the UIC is to develop an effective partnership. That has been one of my personal objectives since I assumed this portfolio, and I am delighted to report on the progress which is being made.

An outstanding example of this partnership has been operating for the past five months with little fanfare in seven of Canada's metropolitan areas: Halifax, Montreal, Toronto, Hamilton, Winnipeg, Edmonton, and Vancouver. It is a special job-finding and placement program designed to get people off welfare and unemployment insurance and into jobs. Workers in demand occupations are given intensified counselling about their rights and responsibilities and the realities of the labour market. Many are trained in a technique called Creative Job Search, designed to help the individual help himself. They are also supported by an aggressive campaign to find and place them in jobs.

What results have we had in five months?

- 115,000 claimants have been referred to CMCs by UIC for this program;
- 51,000 hard-to-place workers have been selected from CMC files, including a large number of welfare recipients;



- 74,000 have been referred to jobs;
- 15,300 have been placed;
- 900 have been referred to occupational training;
- 165 workers and their families have been moved to jobs in other localities;
- 33,000 have been disqualified or disentitled from Unemployment Insurance;
- 19,000 have returned to work on their own.

Our staff have made 65,000 calls on employers to solicit their co-operation and seek job orders.

It is too soon to calculate the economic return to the unemployment insurance fund or to welfare costs. But it is clear that almost 70,000 Canadians are no longer on unemployment insurance or welfare, and this has been accomplished by offering them jobs.

And in case you feel this program is designed solely for unemployment insurance claimants, let me emphasize what we have been able to do for welfare recipients:

- In Winnipeg, 54 per cent of those welfare recipients who reported to CMCs were placed, including two who had been on welfare for 5 and 7 years!
- In Toronto, the welfare department referred 1,000 workers to us - we referred 775 to jobs and placed 230.
- In Hamilton, we placed 86.



We are intensifying our co-operation with welfare agencies across Canada, and I am satisfied we are just beginning to see the results.

We are evaluating this experience, but I can tell you that I am convinced it has been a success and I have directed both the UIC and Manpower to examine ways of extending this partnership to all parts of Canada, establishing operational linkages at all levels. To improve liaison between the UIC and Canada Manpower, we are planning to locate their offices in the same building wherever possible; office area boundaries are being harmonized. Each week CMCs send 4,000 to 5,000 reports to the UIC on claimants who appear reluctant or are not available to take jobs. I am satisfied that this partnership, with both agencies reporting to me, will generate all the benefits we might expect from organizational integration, without the disruption which actual organizational integration would cause.

Thus far, I have spoken about our faults and what we are doing to correct them. But if you will forgive some frank talk from a former Chamber member, I feel strongly that employers in Canada must also pull up their socks, and this includes the federal government - as an employer it is far from a model to others.

The Niagara Falls report, to which I referred, offered a few suggestions to employers, namely:

- define and describe your jobs so CMCs can do a better screening job for you;
- take advantage of employer relations visits from the CMC;





- co-operate with the UIC when workers leave your employ by reporting promptly, and truthfully;
- register your vacancies with your CMC.

I cannot overemphasize the last point. CMCs need good jobs and lots of them to attract good workers. It is a regrettable fact that the average weekly wage on job orders in the seven metro centres referred to, has been \$114 over the past 5 months, which is 30 per cent lower than the average industrial wage in Canada and probably lower still than the average wage in those metro areas. However, we still made an average of three referrals and one placement per job order.

Employers complain that Canadians no longer want to work - that they prefer to stay on unemployment insurance or welfare. That is simply not true.

I have had my department carry out a systematic survey of the state of the work ethic and a study of the nature of job satisfaction. The study and survey are unique - I know of no other country in the world that has done this before.

As with any social phenomenon, the analysis of survey results is complicated and takes time. It is scheduled for publication soon. I can tell you, however, that the preliminary work which has been done shows, conclusively, that for the overwhelming majority of Canadians the work ethic is alive and well. We do have a few who are content to rip-off any system, but we do not have a mass defection from the idea of work. We do not have a massive national work ethic problem; we do have problems related to job satisfaction.



The systematic study which we made of job satisfaction in Canada tells us that a decreasing number of Canadians are interested solely in a pay cheque. They want more satisfying jobs, jobs where they are treated humanely and have a sense of achievement. They are prepared to do tough, dirty, disagreeable jobs, but they want personal as well as financial rewards.

This desire of Canadians to get more out of a job than a pay cheque is going to put more pressure on Canadian employers and on the broad spectrum of our Manpower policies.

We must find ways to get Canada's work done. For many jobs, that is not really a problem, but for some it is. Some of those jobs which cannot be filled will disappear because of technological change. This is a trend which has been going on for the last half century at least. There is every reason to believe that it will continue and perhaps even accelerate.

When it is hard to keep jobs filled, adjustments must be made. These adjustments can take several different forms. Often, it is a matter of improving the wages, or the working conditions, or the stability of employment offered, or fringe benefits, or simply the degree of satisfaction and status that people can get from doing the job and doing it well. These are complicated things and some of them cost money - although less money than many suppose, and often less than it will cost employers to cope with high labour turnover. In many, many situations, some relatively simple and relatively inexpensive changes can bring a new



atmosphere to a job and a new sense of satisfaction to the worker who does that job. A satisfied worker, as research studies show, is one who is likely to stay on the job rather than quit and look for something else. One key to the problem, then, is to improve the jobs and the degree of satisfaction people can get from them to the point where the problem disappears.

I could stand here and recite dozens of examples of how good employers are succeeding in getting workers, but in the little time available to me, I want to tell you about one example which just happens to have occurred in Thunder Bay. That is the story of the Great Lakes Pulp and Paper Company, which is succeeding in getting workers, and keeping them, while forestry employers across Canada are having grave difficulties filling their jobs. How are they doing it? First, by offering decent wages, good working conditions and accommodation; next, by a comprehensive information and recruitment program using CMCs in Thunder Bay and across Canada, as well as an extensive local and district school visitation program to encourage students to consider careers in the forest industry. The company has produced brochures and films to help tell its message. I challenge you to do likewise, while I promise you we shall do our best to meet your challenge.

I cannot finish my remarks without thanking the Canadian Chamber of Commerce and its affiliates for the many outstanding examples of co-operation with my department. I would like to mention two projects in particular:



First, the campaign by the Chamber each year to encourage employers in the private sector to hire students. Since this project began, and with the complementary efforts of government, student summer unemployment has been drastically reduced.

Second, the efforts of the Quebec Chamber, with our help, to build a bridge of understanding between employers and Quebec CEGEPs in a project called "Project Contact." I understand it has enjoyed considerable success and may well be worth adopting in other parts of Canada.

I'd like to see continued the kind of frankness that now exists in our communications. I would welcome meetings across Canada between representatives of employers, Manpower and UIC. I would welcome the establishment of continuing consultative machinery to facilitate this dialogue. But most important of all, I urge you as employers to work with us at the level of the job, the worker and the community to develop a healthier and more efficient labour market.







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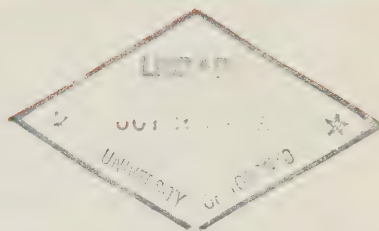
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NOTES FOR AN ADDRESS BY  
THE HONOURABLE ROBERT ANDRAS,  
MINISTER OF MANPOWER AND IMMIGRATION  
TO THE  
ALBERTA CHAMBER OF COMMERCE  
JASPER, OCTOBER 7, 1974



## MEETING ALBERTA'S MANPOWER NEEDS

It would be difficult to imagine a time and a place where the Minister of Manpower and Immigration and a group representing the Chambers of Commerce of the Province of Alberta could, I think, more appropriately come together to discuss our mutual problems.

Every time I pick up a newspaper, it seems, I read about the problems encountered by business and industry on the prairies occasioned by the acute labour shortages you are facing these days. With a buoyant industrial economy, with one of the lowest unemployment levels on record, with investment reaching all time highs, it is obviously a time when the business and industrial community of this province must do everything it can to ensure a steady supply of skilled and trained manpower.

It is obviously a concern we share - you as businessmen, and I, not only as Minister of Manpower and Immigration, but as a member of a government resolved to fight inflation by ensuring availability of the maximum supply of goods and services to meet demand. The provincial government also has an important role to play in the human resources field. I shall not attempt tonight to speak for the province, but I would like to emphasize that our two governments work closely together in manpower matters and we are resolved to continue and improve our co-operation.



As you know, I met only a week ago in Toronto with the Canadian Chamber of Commerce and we talked together about various manpower issues on a national scale. I have indeed had many meetings with businessmen and the message comes through loud and clear. You are concerned, above all, with your need for people with the right skills, in the right place, at the right time, and you want to know, as I do, how we can work together to put those skills in place.

The first thing we can do is listen to each other, as I have been, I assure you, listening to you. And we certainly shouldn't waste our time and energy on slanging matches stimulated by complete distortions of what we are, respectively, doing, and what our policies are.

I don't accept the distortion that is sometimes peddled about the attitude of business: I don't believe that Canadian employers are motivated solely by profit and that they are unconcerned about the welfare of the community and the labour force. In my experience, Canadian business wants to offer a fair day's pay for a fair day's work. There may be some individuals who are willing to exploit the ignorant and the weak - but after all my years in the Chamber I know that you deplore such practices as much as I do. In fact, the Canadian Chamber of Commerce is a partner, with my department, in some of the most innovative and progressive socially-oriented manpower projects in this country.





I think I'm entitled to ask that you, too, should not be misled by the type of statement that sometimes appears in the press about what I am trying to do. For example, last week an article in the Edmonton Journal referred to "Mr. Andras' pet scheme of importing small hordes of cheap foreign labor<sup>u</sup><sub>x</sub> on a temporary basis to meet the needs of employers who, for one reason or another, have been unable to get the necessary help in Canada."

I don't know what a small horde is, but I assure you that the scheme exists only in the minds of the authors of the article, which I believe is an insult to me and to Canadian businessmen. The same article makes reference to possible measures that would restrict the flow of skilled workers to jobs in Alberta. That too is a figment of the imagination.

Let me state the policy quite simply. It is the policy of the Canadian government that job opportunities in Canada should be made available to Canadians and landed immigrants before new foreign workers are admitted. This means that employers are expected to do their best to recruit workers locally and in other parts of Canada.

It also means that where qualified workers are not available, the employers should consider training or re-training to enable Canadian workers to qualify, and we have the Canada Manpower Industrial Training Program to help you. In some circumstances the department is prepared to admit qualified foreign workers temporarily to fill the gap while Canadian workers are being trained.



Wages and working conditions offered should be adequate to attract qualified Canadians if they are available. Foreign workers will not be recruited if this will perpetuate poor wages and working conditions.

It is also Canada's policy that foreign workers coming here either temporarily or permanently should be clearly informed of their rights and responsibilities and that adequate arrangements be made for the protection of their health and welfare while in this country.

I should add that it is, of course, Canada's policy to respect the laws, regulations and policies of other countries regarding the recruitment of workers within their borders. In addition, we will not take dead aim at skilled workers in countries where they are badly needed at home.

There is no gap in thinking between the government of Canada and the government of the province of Alberta on these matters. Only last June, the provincial Ministers responsible for manpower matters met here in Edmonton. They were kind enough to send me a copy of their proceedings, and I find that there was general approval for the position stated by the Honourable Dr. Hohol. He repeated what he has frequently said to public gatherings - that the priorities of the Province of Alberta are: to hire Albertans if available, to train Albertans if feasible (and he added that a large number can be trained and it is feasible), to hire other Canadians if available (and he pointed out that a goodly number are), to train other Canadians if feasible, and finally, to hire outside of Canada on a selective basis. These, as you will see, are the same general priorities observed by the federal government, and in my view, supported by all Canadians including employers.



What have we done to make that policy effective? In my Toronto speech last week I described how we have changed the mobility regulations to make it easier to move Canadians to where the jobs are, and I described the new job information centres and other features of our revitalized Canada Manpower system.

We have also made very sure that employers who really need to recruit abroad are given every assistance in doing so. And we have a complete sophisticated mechanism in 58 countries around the world that is designed to do just that for you. We have also developed an "express service" to look after urgent needs for foreign labour when the usual processes are too slow. Our officials can and do cut through the usual requirements when they are satisfied the need is urgent and genuine and workers are not available in Canada.

Now, I would like to turn to the dilemma we face in Canada when labour shortages begin to emerge. First, there is a tendency for the poorer employers or the poorer jobs to feel the pinch of competition first. Good employers and good wages tend to steal workers from poorer jobs. Marginal employers then cry for help, or more specifically, they cry for foreign workers. In the past, many of them could find relief by employing illegal immigrants or illegally offering employment to tourists. Now those routes have largely been closed off and employers who want foreign workers must satisfy us that they have done their best to attract Canadians and that they are offering good wages and working conditions.



I'm not saying, of course, that Alberta jobs are poor or marginal. Anyone who has been to Fort McMurray, for example, has seen the new thriving community, the skilled workers and professionals already on the job and the highly competitive wages and working conditions offered. The same applies to most of the so-called remote areas in this and other provinces - the real industrial frontier of Canada. As to the general level of wages and working conditions in Alberta, they are good. In Edmonton, for example, the average weekly wage was \$153 in 1973, and it has risen since. Employers with good jobs to offer have no difficulty in normal times in filling them: workers come to the plant gate or are referred by friends and relatives of employees; usually there is a waiting list of potential employees. Such employers can usually pick and choose, and they do! They don't need to use Manpower and they usually don't!

However, there are two consequences of the good employer's "do-it-yourself" approach:

- First - your CMC gets the poorer jobs or the hard-to-fill jobs and the hard-to-place workers. In Edmonton in 1974 the average wage for the job orders we received was only \$119 per week, fully 20 per cent lower than the 1973 average for the city. The result is that the CMC lacks the better jobs to attract better candidates. And when you finally turn to the CMC you complain about the quality of our referrals. Gentlemen, you can't have it both ways.





- The second consequence of "do-it-yourself" recruitment is that a network of job barriers creep in. Personnel officers, to reduce the number of candidates they must see, impose screens of education, age, experience, height, weight, bonding, etc. Then when the labour market gets tight and they can't get workers, they often fail to realize how they have restricted their own field of choice.

In the first quarter of 1974 the Job Vacancy Survey reported 8,900 full-time job vacancies in Alberta. At the same time we had over 30,000 unemployed people registered for work in our CMC's in Alberta. Gentlemen, Alberta has a glorious opportunity, with your abundant job openings, and your prosperity, to become an example for the rest of Canada in eliminating job barriers and making more effective use of the human resources you have.

And there are lots of things you can do. I'll mention but a few:

- Get rid of "gold-plating." Make sure you, or your personnel manager, are not demanding more education, training, skills or experience than is required, or that you are not being restrictive about hiring youths, natives, women, or ex-prisoners.
- Women can do almost every job in this country. We found this out in wartime - let's rediscover it! Give them a chance at the good jobs. Some employers across Canada are hiring women to work with heavy equipment in the woods, in the mines and in factories and the results are good.



- Clean up your apprenticeship training programs. They are often old-fashioned, unduly slow in producing skilled people, and restrictive.
- Give handicapped people a chance to do what they can do. Look at your jobs carefully - for some of them a handicap can become an advantage. Mildly retarded people, for example, can do repetitive tasks quite well; the deaf work in noisy environments. Often all you need is some careful thought and perhaps a few minor structural adjustments to your place of business.

There are many ways government can and will help. A year ago I faced an agricultural industry which was pretty hostile, claiming their crops would rot on the ground unless I agreed to let them bring in cheap foreign labour. For them and with their co-operation and that of the provinces, we have put in place a concerted attack on the manpower problems of agriculture. Most of you know it well and I won't go into detail, but it involves:

- employers identifying and listing their needs with us;
- intensified recruitment, mobility and training services to get Canadians on the job;
- improvements in wages, working conditions and accommodation;
- a network of Canada Farm Labour Pools across Canada, as extensions of our CMC's, working to bring agricultural demand and supply together;



- a contingency supply of foreign labour brought in at good wages, with full protection for the worker and employer under well supervised schemes.

Gentlemen, Alberta faces great opportunities and great problems in the manpower field. You can fill your jobs by begging less competitive employers, and by depopulating other western provinces, and by bringing in foreign workers by the plane load. But the better way, surely, is by a co-operative, planned approach which first makes all possible use of the resources we already have in Alberta and in Canada.

There may even be some merit in business and government sitting down and agreeing to re-schedule some major projects to take better account of the availability of manpower.

In any event, I am here to assure you that the federal government, and in particular, the agencies for which I am responsible, Manpower, Immigration and the Unemployment Insurance Commission, are prepared to work with you and the Alberta government in planning to meet this challenge.







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STATEMENT ON MOTIONS

HOUSE OF COMMONS

by

The Honourable Robert Andras  
Minister of Manpower and Immigration

October 22, 1974

Re: Immigration Regulations



Mr. Speaker:

Today I wish to announce specific changes in the Immigration Regulations. They are changes which are in the interests of prospective immigrants as well as Canadian citizens. They will be applied universally and will be non-discriminatory. The re-unification of families remains a fundamental principle of Canadian Immigration Policy. The Government's objective is not to cut back immigration but to moderate the rate of growth.

Mr. Speaker, we Canadians take pride in the fact that we are a nation of immigrants. Even those of us whose families have been in this country for many generations can trace our roots to other lands, other continents. Our nation was built by immigrants and sustained by immigrants. Throughout Canada's history, our national spirit has been continually enriched by new Canadians from other lands.

Immigrants opened up this country and pushed back the frontiers. They helped develop Canada as a modern industrial nation. In no small measure they are responsible for our present economic development, our present quality of life.

#### Immigration Increase

Canada has always had a strong attraction for people of other lands, and in the last two years, this attraction has been growing at an almost unprecedented rate, now accelerating as other countries begin to close down. The numbers of people seeking to immigrate to Canada in the



first six months of 1974 have increased by almost 48 per cent over the substantial levels of 1973. Immigrant landings in the same period are 47 per cent more than in the equivalent period in 1973 and 92% more than the same period in 1972. At the present rate, we will land more than 200,000 immigrants in Canada in 1974 and significantly more in the next few years.

#### Employment, Housing and Social Services

But, Mr. Speaker, immigrants are not statistics - they are people. They are people who need jobs and houses and schools and social services. I am announcing changes in our immigration regulations because immigrants are applying and arriving in increasing numbers at a time when employment levels may well be uncertain, when housing is scarce and expensive, and many social services are strained to a critical point. These strains are being felt particularly in our 3 major cities where more than one-half of the immigrants who arrive this year will settle.

It is important to emphasize that the Government must exercise concern for the well-being of prospective immigrants as well as protect our own citizens. It would be irresponsible for the Canadian Government to admit more immigrants than we can adequately provide with fundamentals such as jobs, housing and social services.

All Honourable Members are aware that we are working hard on a Green Paper on Immigration. This is a study of population and immigration that will provide the basis for widespread public debate on these topics. It will discuss some of the options in these fields available to the Government. The Green Paper will be tabled in this House early in the New



Year, but it will be late in 1975 at the earliest, before new Immigration Legislation could be expected, and it might be mid-1977 before it would have substantial effects on the immigration flow.

In that interim period, Mr. Speaker, the Government has a responsibility to maintain stability in the immigration flow for the reasons I have stated and so that the public debate on new legislation may take place in an ordered and reasonable atmosphere. We are, therefore, making certain interim changes in the Regulations under the present Act which will stabilize the flow in the months immediately ahead.

I want to emphasize that the Government is taking these steps only after the most careful consideration. And it is taking only those steps which are consistent with the three basic principles of our present Immigration Policy: 1) universality and non-discrimination in the application of selection criteria; 2) family re-unification, and 3) the meeting of Canada's labour market needs.

Mr. Speaker, I wish to inform the House that the following changes in the Immigration Regulations have been approved, effective today.

1) When assessing all independent and nominated applications, the visa officer will, in each case, after totalling all the points to which the applicant is entitled under the existing selection system, then determine whether the applicant has satisfactory evidence of bona-fide pre-arranged employment or is going to a designated occupation. In the event that this is not the case, ten points will be deducted from the total achieved.





2) Prospective independent and nominated applicants for immigration to Canada will receive credit under Immigration Regulations for pre-arranged employment only when it has been established normally through a Canada Manpower Centre, that no Canadian citizen or permanent resident is available to fill the vacancy.

It is more important to note that since at least 50 points are required to gain admission to Canada, independent and nominated immigrants who score 60 points or more would not be affected by these changes.

These adjustments take into account the natural concern of permanent residents in Canada about job opportunities. They are also designed to protect immigrants who might otherwise have difficulty finding jobs, housing and social services.

#### Family Re-unification

Mr. Speaker, I must emphasize that the changes I have just outlined do not apply to sponsored immigrants, that is to close relatives of Canadians or of landed immigrants. Those close relatives will continue to come to Canada under the same conditions that have been in force for several years. The new regulations will apply equally, that is in the same manner, to both the other categories -- independent and nominated immigrants -- regardless of where they were born or at what post they submit their applications.

#### Refugees

The new Regulations will have no impact on Canada's traditional concern and response to the persecuted and the displaced. We will continue



to deal compassionately with refugees, victims of oppression or cases where other humanitarian considerations apply.

#### Employers

These new regulations will not prevent employers with a genuine need for labour unavailable in Canada from selecting immigrants to meet their needs. Indeed, when conditions warrant, we will take steps to help speed the entry of workers destined to employers whose requirements are particularly pressing.

#### Francophone Immigration

Honourable Members are well aware of the Government's concern about the level of Francophone immigration. While immigrants from all countries will be affected by the changes, I want to stress our resolve to encourage the flow of Francophone immigrants to Canada within the constraints established by the new regulations.

#### Conclusion

Mr. Speaker, the changes I have announced represent the fairest, the most just and most equitable measures we could find to deal with the anticipated flow of immigrants to Canada. And they are far less sweeping and far more satisfactory than those changes we would be forced to contemplate a year or two from now if we did not act today.





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Notes for an Address by the Honourable  
Robert Andras, Minister of Manpower and  
Immigration, to the Fifth Annual Labour  
Relations Conference, held under the  
Auspices of the Canadian Construction  
Association, at the Constellation Hotel,  
Toronto - November 18, 1974







It is again a pleasure to meet with the officers and many of the members of the Canadian Construction Association, and I am pleased that you have invited me to participate in your proceedings today.

There are, of course, a great many employers' associations in this country, but none with which I and my senior officials in the UIC and the Department have closer linkages than with the CCA. Of course, this is perfectly understandable when you consider that the construction industry not only employs the largest number of people of any industry in Canada, but contributes an enormous amount to the GNP. It also has problems which are unique, not the least being manpower demand and supply problems. Lately, though, all I have been hearing and reading about is construction manpower demand - caused to a large degree by the cyclical nature of the industry.

I hope that today's sessions will be a continuation of this productive dialogue, and that we will make further progress toward solving some of the industry's manpower problems. But first of all I would like to clear away any possible misunderstanding on the part of contractors as to just what is their role, and the role of the governmental agencies for which I am responsible, in the recruitment process.

First of all, here are some of the things we can do for you:

- we are the nation's public employment service, and as such provide a complete and broad range of employment services to employers and workers alike;



- we have developed a number of programs to assist in the effective functioning of the labour market. These include, of course, assisting employers such as yourselves in recruiting workers when you need them;
- in support of these recruitment services, we have introduced the "self help" concept in our Canada Manpower Centres, increased the flexibility of our training and mobility programs, streamlined our domestic and overseas job clearance system, and tied our immigration program more closely to the demands of the labour market.

Now let me tell you of the things we are not:

- we are not responsible for all the recruitment, training and other responsibilities related to personnel management for any employer or any group of employers. This function solely remains that of the employer. We are simply here to assist employers and industries in meeting their manpower requirements. Let us have no misunderstanding over the fact that, even with all the help we can give you, you, as employers, are the ones who must plan your manpower needs and make the primary effort in recruiting, training and retaining this manpower in your individual firms;
- the recruitment and retention of manpower by employers



involves your setting realistic hiring criteria, and also ensuring that your employees are satisfied on the job. If you don't, you can expect problems in hiring and keeping capable people. I challenge you to have a very serious look at your own company's personnel policies. You may be surprised at what you might find. We are at all times perfectly prepared to assist any employer in examining his standards, but, again, the basic responsibility lies with you.

- we can discuss these matters at our sessions later today.

I would like to turn now to outline a number of recent developments which are of direct interest to employers in the construction industry.

We all hear constantly of labour shortages in various industries, particularly, but not confined to, the construction industry. You, of course, experience this in many cases on almost a daily basis.

It seems to many people to be a paradox when the country has thousands of unemployed and at the same time many jobs are "going begging", as the media usually puts it. Of course, the reason for much of this problem is the fact, as we all know, that the skills - or lack of skills - of very large numbers of unemployed simply do not match the requirements of the construction industry.

- that is why we are so actively engaged in intensified counselling of CMC clients and unemployment insurance claimants to make every effort to match them to the requirements of the jobs available;



- that is why we have made massive funds available for training programs;
- that is why we are constantly improving and refining our Manpower Mobility program to expedite the movement of needed workers to waiting jobs - and, as you know, we introduced earlier amendments to the mobility regulations to provide grants for workers to take jobs of as little as six weeks' duration. These amendments are of particular interest and application to the construction industry.

There is a fairly widespread belief in the minds of some businessmen that many of the jobs which are unfilled in this country are vacant because unemployment insurance claimants or welfare recipients are "ripping off" the system. I assure you, as I have done before, that very strict controls have been implemented within the U.I. system. These ensure that those persons who legitimately require unemployment insurance, and who are unable to find decent jobs, receive these benefits when they qualify. At the same time, when jobs are offered to claimants, they are disqualified for unreasonable refusal. I have told members of your Association and many other employer groups that I am determined to establish close and firm linkages between the U.I.C. and Manpower offices. This expanded co-operation has been further strengthened over recent months.

I think that most of you know of the Special Job Finding and Placement Drive, a co-operative project between the Commission and our CMCs, which exposes claimants immediately to job vacancies registered with Canada Manpower Centres. Since its introduction in March of this year, more than





130,000 persons have been referred by the Commission to CMCs, of whom 100,000 were selected by these CMCs as probably suitable for referral. The CMCs found jobs for 25,000 of these people, and referred another 3,400 to training. The psychological impact of the joint program has been such that another 25,000 persons were assisted to or found jobs on their own. The success of this program is obvious. Let me re-emphasize that, in order to make it work better, it is essential that you, as employers, register your job vacancies with our CMCs so that the two agencies can co-operate to help meet your manpower needs.

I know that many of you have fairly strong feelings about the Commission's policy on union hiring halls. I would like to acquaint you with a new approach by the Commission in this regard in the event you are not aware of it. An arrangement has been worked out with your Association and the building trades associations whereby union members can under certain strictly controlled conditions, be considered to have satisfied the U.I. requirement for claimants to carry out an active job search.

Under this new plan, agreements have been made with some 175 union locals to date, and negotiations are continuing with numerous others. These arrangements allow the U.I.C. to inspect hiring hall records, including registrations and vacancies filed with these halls. These locals must also accept manpower demands listed with them by Canada Manpower Centres. If these conditions are met, then, and only then, is the unemployed construction worker completely freed from his obligation to continue his active search for another job.

You will appreciate that the question of union hiring halls is a thorny one.



The unions zealously guard their rights to these halls. I realize that this is a matter which aggravates numbers of contractors who are in need of tradesmen and who cannot get them. Nevertheless, I would remind you that contractors and unions have created the hiring hall system and perpetuated its existence through successive collective agreements. I must point out that neither the Commission nor the Department of Manpower and Immigration is responsible for the potential for abuse which may exist as a result of this system.

I would like to give you another example of the co-operation which exists between Manpower and Immigration and the U.I.C. In the late spring of this year, the Province of Newfoundland was hard hit by a combination of unfortunate circumstances, the principal one being an ice blockade which had the effect of halting or hindering most commercial fishing and some other industries. As a result, the unemployment rate for June rose to a record 20.5 per cent. With the co-operation of various other departments of government, we immediately undertook in co-operation with the Provincial Government to establish a task force to analyze the causes of weaknesses in the provincial economy, and numerous programs and activities of government were stepped up to help overcome the problem. Among the initiatives we introduced was a special \$3.5 million training project for Newfoundland, designed jointly by Manpower and the U.I.C. In addition to the regular Canada Manpower Training Program for the Province, this joint project will accommodate some 500 trainees in the experimental phase during the remainder of this year, with another 1,500 brought into the 1975-76 phase. Those chosen will receive training to prepare them for immediate skill shortages in the labour market or for future job opportunities. The greater portion of these trainees will be U.I. claimants. They will continue to receive U.I. benefits while in training so that a very positive use is made of the benefits and of the time that the



claimant is on benefit. In other words, this trainee will receive U.I. benefits while he prepares himself for increased employment opportunities. This project will not provide training for training's sake, but will be geared to the actual skill requirements in that province. We are considering the possible extension of this pilot project to other areas in order to more fully assess the possibilities and implications of this innovative approach.

From time to time, there has been criticism that our national job order clearance system is not functioning as well as it should, and I wish to respond to this. We require the co-operation of employers to carry out many of our programs and services, and if we do not get this co-operation, such employers, as taxpayers, are effectively wasting their own money. Unless an employer's job order is placed with one of our CMCs, how do you expect us to help you? For example, employers sometimes turn up in other countries, after hiring tradesmen abroad, and then frantically cable our offices here for approval to admit these workers to Canada. In some of these instances, this may be the first we know of the employer's requirement.

Our services are there for you to use - please do so. Help both yourselves and us by letting us know your manpower requirements by registering them with our CMC system as far in advance as possible, not at the last minute. New clearance procedures have been implemented to streamline the national workers search process so that employers get the people they need on time, and Manpower and U.I.C. are working closely together to ensure that all Canada's human resources are considered.

My Department will assist employers in any industry to recruit workers abroad on a temporary basis by issuing employment visas, if - and only if -







it can be established by us that no qualified Canadians or permanent residents are available for such jobs.

I would like to remind you that it is also Canada's policy that foreign workers coming here should be clearly informed of their rights and responsibilities and that adequate arrangements be made for the protection of their health and welfare while in this country.

The general principle of availability of Canadians applies to the new Immigration Regulations, which came into effect in October of this year.

The regulation changes will tie entry to Canada of independent applicants and nominated relatives more closely to their ability to get jobs in Canada and the unavailability of Canadians to fill job vacancies which exist. (Independent applicants are those who come to Canada without family ties. Nominated relatives are more distant relatives of people already in Canada).

The regulation changes will continue to be applied without discrimination and in the same manner in all countries of the world. Sponsored immigrants, the close relatives of Canadians or of landed immigrants will not be affected by the regulation changes. These people will continue to come to Canada under the same conditions that have been in force for several years.

You may have some questions later on the details of this system, and we will be pleased to respond to them. I have arranged for distribution to all present here a copy of a new Departmental brochure entitled "What You Need To Know About Employing Foreign Workers". To conclude these remarks concerning foreign recruitment, I would strongly advise you to contact your nearest



Canada Manpower Centre for details.

Let me now refer to the subject of labour shortages which I mentioned a few moments ago. We are vitally concerned with this problem, which affects many industries apart from construction, and which reflects a malfunctioning of the labour market in many cases. I would like to say that for some time we have been giving this matter top priority in the Department. Our most recent step is the creation of a task force of senior officers, from Manpower, the U.I.C., Immigration and with links across Canada, to devise suitable strategies to overcome them. The task force has identified the construction industry as one of the principal areas in which manpower shortages are most critical and immediate. We are not going to make our plans in a vacuum, and we will seek the active participation and input from industry, trade unions and others.

Turning from the labour shortages of today, we must, of course, look at the medium and longer-term manpower requirements of industry. Of special interest to you, my Department is developing mechanisms for forecasting the manpower requirements of some forty specific construction sub-groups. This system, when perfected should serve as a valuable tool for my officers and for your industry in the manpower planning process for specific projects.

Of general application to all industry is a new system which is in the advanced stages of development which we call "COFOR", or Canadian Occupational Forecasting System, which will give us a means of forecasting occupational profiles of our labour force in the medium-term, that is 5 to 7 years. This tool will help us to plan training course purchases, geared to anticipate manpower requirements measured against the labour force profile over this period of time. I expect that we will be able to make the first results



public early in the new year.

To give young persons and students better guidance in the career options which lie before them, the Careers Canada program will publish some 500 carefully-researched brochures directed toward young people. A great many of these aids will be specifically designed for careers in construction, and should help your industry to recruit young people.

Another project which is under study at present is a request by your Association concerning the feasibility of developing an inventory of construction manpower. The CCA, the Ontario Government, and ourselves are carefully reviewing this proposal. If it proves to be practical and workable, the manpower inventory could be extended.

Let me conclude by saying that my Department and the Commission are ready, able and willing to help you in any way we can. We will do our part, but we need and want your co-operation. We will discuss informally later some points which concern both the industry and the two agencies for which I am responsible. I look forward to the informal discussions later today.





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NOTES FOR AN ADDRESS

BY THE HONOURABLE ROBERT ANDRAS,  
MINISTER OF MANPOWER & IMMIGRATION,  
TO THE VANCOUVER BOARD OF TRADE  
BAYSHORE INN, VANCOUVER

NOVEMBER 29, 1974







In recent months, I have had many occasions to speak to Canadian businessmen about:

- labour shortages
- temporary and permanent immigration
- Unemployment Insurance
- our Manpower programs and policies; and
- all the many problems in the Canadian labor market to which the programs in my Ministry are directed and the real progress we are making in solving them.

Frankly, I am proud of what we are accomplishing in the broad Manpower field, embracing Unemployment Insurance, Immigration and Manpower. Not only have we overcome some really horrendous shortcomings, but we have established administrative bases in all three policy areas for future progress.

I have discussed what we are trying to accomplish and I have asked for and received your support and encouragement.

Sometimes you have kicked up dust about our failings - and I feel I have responded constructively and gracefully;

On occasion, I have given you my unvarnished opinion about what you do and don't do regarding:

- manpower planning
- using our services
- working conditions; and
- employment practices

and generally, you have responded constructively and gracefully.



Today, I would like to talk about the future of manpower policy in Canada, not so much in economic terms, but rather in terms of its meaning for individual Canadians and Canada's future.

First, let me put forward some facts about work and some of my personal philosophy.

Recent attitudinal studies conducted by my Department show that, apart from family relationships, work remains the most important vehicle for self-fulfillment in the eyes of Canadians.

Canadians want to work, to seek self-fulfillment and self-sufficiency through work. They may be less desperate about this than my generation was, more inclined to seek a job with social value and personal satisfaction, but they are still vitally interested in working. The recent research of my department which I hope to publish soon, reveals that the work ethic is alive and well and living in the hearts of Canadians.

I believe firmly that we owe all Canadians a chance to work and to progress through work towards their individual objectives. Every member of our Society has the right to feel that he is part of the whole, and not separate from it. I feel that the Government must enhance the opportunities available to all individuals to upgrade themselves and to help them become self-sufficient to levels which they set for themselves.

We must move further towards investing in individual Canadians, towards ensuring that each Canadian has the skills and job opportunities



he needs to become self-sufficient to standards set by himself.

This requires a total integrated manpower policy capable of responding to the widest range of individual needs.

First, may I sketch for you what we have achieved to date in developing an integrated manpower policy embracing the Unemployment Insurance Commission (UIC), Immigration and Manpower.

U.I.C. today is a smoothly-administered program and I plan to introduce soon necessary adjustments in its legislative base. We have, over the last year, developed an effective partnership between Unemployment Insurance and Manpower. This year in seven metropolitan centres alone, through the UI/ Manpower partnership, by means of a special Job Finding and Placement Drive, approximately 50,000 people who were receiving unemployment insurance and welfare got jobs. Imagine what it must mean to these people psychologically and to their spirits, as well as in terms of savings to the unemployment insurance program.

Manpower programs and policies have been completely rebuilt in the last few years. We invite those of you who haven't used our services lately to come in and see our new streamlined services, our new dynamism and let us help you help your company. We'll place well over one million Canadians in continuing jobs this year, including a startling number of the hard-core, those who were often labelled, and libelled as unemployable.

We have new Manpower Centres, Job Banks, new training and mobility programs and special services for employers and for workers with special





problems. And the whole network functions in close synchronization with the U.I.C. and Immigration.

In the case of Immigration, we have not only cleared up many of the difficulties of a year or so ago, but we have introduced new policies and regulations designed to integrate immigration and labour market policy, while retaining those humanitarian values which exist in our family reunion and refugee policies. The new dimension, however, provides additional protection and security for immigrant workers and ensures that immigration better meets the needs of Canadian employers, fills labour shortages, both permanent and temporary.

One of my concerns has been the expenditures of funds on the Unemployment Insurance programs in what so often appears to be a less than productive and positive way. The essence of my concern is this: why can't we use the public funds that we spend through this program in a way that not only meets the income requirements of the unemployment insurance claimants, but which also enhances their capacity to engage in useful and satisfying work?

Indeed, it seems much more sensible to me to talk of E.I., Employment Insurance, rather than U.I., Unemployment Insurance. A really integrated manpower policy -- a policy with the emphasis on ensuring that every Canadian had the skills and employment possibilities he required -- could open new opportunities for countless thousands of Canadians: indeed, it could become a Canada Opportunity Program.



I would like to describe the approach we hope to take to develop a more positive policy with respect to unemployed workers.

His problem, and that of many other workers who appear on claim with considerable regularity, is that they need help in equipping themselves for more long-term work. They need training - recycling of their abilities. We propose to encourage people to take training and re-training in order to break out of the unemployment cycle.

There are other areas where I believe we could make a more developmental use of unemployment insurance funds as well.

One is in job-creation. Where there is a shortage of jobs, efforts should be made to increase the numbers of job opportunities within the community to absorb the unemployed workers. Certain job creation projects might well provide a chance for some claimants to conserve their skills if no "regular" employment in their field of work is available. They might also be used to provide certain claimants with the opportunity to improve their skills so that they can find permanent employment more easily.

The Commission might also want to play a more active role in identifying claimants who could be encouraged to move to new employment opportunities. It could continue to provide income maintenance to those workers receiving assistance under the Manpower Mobility Program.

As you know, the Federal and Provincial Governments are proceeding with the developmental phase of a Community Employment Strategy (CES) over the next 3 years. Developmental community employment projects would be



aimed primarily at helping people who experience chronic and particular difficulty in finding and keeping regular employment, for example, the physically handicapped, mentally retarded, socially handicapped, (including the unskilled) people with inadequate employment income who live in areas of chronic unemployment or under-employment, ex-inmates of mental or correctional institutions, and single parents who for a variety of reasons cannot find work outside the home. The CES will pool all available Federal and Provincial, as well as private resources to make a comprehensive approach to the solution of chronic unemployment at the level of the community. It is an exciting concept which will mobilize the energies and initiatives of each community to solve its chronic employment difficulties.

I visualize in all Canadian communities, a genuine co-ordination of services under one roof wherever possible. This would eliminate the gaps, duplication and competition between governments and their programs and services and other institutions, and their programs and services.

With these changes, we need improved mechanisms in Canada to develop and implement manpower policy. I have spoken of policy integration at the Federal level. But in addition, I am anxious to continue the progress we are making with the provinces.

The prospects of comprehensive Manpower Policy for Canadians are exciting. Some will say that it is a pipe-dream. But let me tell you straight - I did not become Minister of Manpower and Immigration to perpetuate the status quo.





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Tuesday, December 10, 1974.

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Notes for an address by

THE HONORABLE ROBERT ANDRAS

Minister of Manpower and Immigration

and Member of Parliament for Port-Arthur

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At the Montreal Rotary Club

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"TOWARDS A NEW IMMIGRATION POLICY"





I am very pleased to be here today to talk to you about Canada's Immigration Policy.

Immigration has a key place in our history. We owe the sort of country we have today to immigration, and immigration policy will have a major impact on the sort of country we have in the future.

This is particularly true because the Canadian fertility rate has recently dropped below the replacement level. In about ten years, immigration may be our only real source of population increase. This makes effective management of our immigration policy vital to the future of Canada.

#### Population Policy Objectives

At a time of increasing concern throughout the world about population growth, the limits of the earth's resources and the preservation of our environment, Canadians are beginning to raise fundamental questions about the population of their own country. Although Canada is a vast land with enormous natural resources, it is not immune from many of the problems affecting other countries. We are now starting to consider, in a conscious policy framework, the questions of the overall size of our population, the pace at which it grows, its geographical distribution, its age patterns, its linguistic, educational and occupational mix, and other related issues such as urban growth. The location of the Canadian population may in fact turn out to be as important to us in the future as the total number making up the Canadian mosaic.



Over half the immigrants now coming to Canada choose to take up residence in Toronto, Vancouver and Montreal. But these metropolitan areas are experiencing the problems associated with rapid growth, and we have already seen evidence that such urban areas will want to control their future rates of growth. At the same time, many regions of Canada are concerned about the loss of their population. Their economic and social development requires people with skills vital to the tasks that lie ahead. Indeed, across Canada and even in the big cities, there are already some serious manpower shortages.

You will recall that the government will be shortly issuing a Green Paper which will not only be a study of immigration but also of population. That is why we as a government, consider it important, acting in co-operation with provincial and municipal governments and in consultation with the private sector, to establish a set of population policy objectives for Canada. The development of such objectives is essential if we are to chart a safe course into the twenty-first century and enhance the destiny of our children.

#### Green Paper

Immigration will be an integral part of that wider population policy. The Green Paper which I will soon be issuing will make a comprehensive examination of the development of immigration policy and practice, the present situation and the possible directions in which policy may move in the future.

Unlike a white paper, our Green Paper will not reflect Government policy or even advocate any particular course of action. It will simply



suggest a variety of options to stimulate thought and discussion about a wide range of population and immigration questions. Following that discussion, in which I hope you all will participate, the Government will then state its own position and introduce new legislation. Together these will reflect whatever consensus emerges and determine the future pattern of immigration to Canada.

### Immigration Legacy

Meanwhile, pending these promising developments, I have to manage a complex department and complex policies. I hope I am not overstepping the bounds of modesty when I say that I think we are doing a very creditable job in the face of immense problems and challenges.

It would be simpler if we lived in a world where people could travel across international borders at will and live and work wherever they wanted to. Canada came just about as close to that ideal as any modern nation has come--and we found it simply did not work.

By the summer of 1972, overpopulation, inflation, political unrest and a host of other man-made disasters had started millions of people on the move around the world. Large numbers of people were pouring into Canada as visitors and then applying to become immigrants and staying here permanently.

Towards the end of that year the numbers had grown so much that our border must have seemed completely open. Our immigration officers overseas, whose job is to select immigrants, were being by-passed. In short, we had the biggest do-it-yourself immigration movement in history, and we were in real danger of losing control.





### Regulation Changes

Clearly, something had to be done, and we did it. At the end of 1972, we introduced the first of a series of major changes in the regulations and amendments to the law which helped us to regain control, while retaining the established principle of non-discrimination and universally applied selection criteria. And while we continued to give priority to family re-unification and to humanitarian concerns, we also gave emphasis to the needs of Canada's labour market.

This spring we turned our attention to the backlogs of applications which were building up overseas. We established a global priorities system to ensure first that immediate families would be re-united quickly. We also intended that people who have jobs to come to in Canada, or who have skills badly needed in this country, get prompt attention. And above all, we want to be sure that we are in a position to deal quickly with refugee situations and humanitarian cases, rather than letting them get bogged down in a long waiting line.

In February and October of 1974, we made further changes in the regulations to tie selection of immigrants even more closely to the needs of the Canadian labour market and to moderate the dramatic increase in the rate of growth of the immigration movement. The changes were also designed to protect prospective immigrants. The significance of immigrants having a decent prospect of finding a job cannot be exaggerated. Detailed studies have revealed the importance of secure employment to early establishment and successful adjustment of immigrants to life in Canada.



The changes apply equally to independent applicants and to those who come to join their more distant relatives in Canada. Sponsored immigrants--those with close relatives here--are not affected by the changes. The regulations are not aimed at any country or group of countries. I must also emphasize that these measures were taken in the context of the present law and were designed essentially as a holding action, that is to stabilize the immigration flow until we have completed our population policy and Green Paper review.

When I announced the changes in October of 1974, Canadians were beginning to be concerned about a growing number of new arrivals at a time when economic conditions were uncertain, when housing was scarce and expensive, and when many social services--especially in the major metropolitan areas--were stretched to a critical point. So we acted as we did, and I think you will agree wisely and humanly. While the changes are designed to moderate the rate of growth of the immigration flow, we will still be admitting very large numbers. In 1974, more than 200,000 immigrants will be landed--substantially higher than the average for the last ten years and indeed the second highest peak since 1913!

#### Principles of Immigration Policy

The task of controlling admission of immigrants is one for which every sovereign nation is responsible and it is a very complex one. It is very important Canadians realize that we do indeed have an established and equitable system of selecting and admitting immigrants and that there can be



no arbitrary tampering with the three fundamental principles that underlie the system: (1) non-discrimination on the basis of race, colour or country of origin and universally applied selection criteria; (2) humanitarian concerns, which include provisions for dealing compassionately with refugees and fostering family re-unification; and (3) meeting the needs of Canada's labour market.

### Racism

We have been just and equitable in applying our policies. I am deeply distressed to hear charges from some quarters that we have hidden motives. I strongly resent suggestions that our regulation changes demonstrate a racial bias, and I deplore uninformed guesses that the forthcoming Green Paper will do so. I equally deplore suggestions that our immigration staff reveal racial prejudice in the way they apply our laws and regulations. It is abundantly clear that non-discrimination is fundamental to and will continue to underpin our immigration policy. I reject unequivocally those misguided or mischievous allegations of racism and challenge those who indulge in them for whatever purpose to address themselves to the facts, which are as plain as day.

Let me illustrate my point with more than rhetoric. In 1967, over 70 per cent of all Canadian Immigration Offices were located in Europe. Today the number has declined to 47 per cent. In the last two years we have opened offices in Seoul, Singapore, Nairobi, Bogota, Rabat, Mexico City and Port-au-Prince. In 1967, 71.8 per cent of all immigrants came from Europe, and 11.4 per cent from Asia and Africa. Last year, only 39 per cent came from Europe and 28 per cent from Asia and Africa.



And I might point out that of the 39 per cent who came from Europe, a substantial number are not native Europeans. They are Asians or Africans living in Europe who applied to come to Canada as immigrants and were dealt with in exactly the same way as everyone else. To those who claim that we are discriminating against non-white immigrants, these facts speak eloquently for themselves.

### Haitians

Some of the allegations I have mentioned relate to a situation you are, I am sure, all familiar with here. There are 800 Haitians in Montreal whose appeals against deportation are now before the Immigration Appeal Board. Many persons whose sincerity I do not doubt have urged the Government to treat this matter with compassion and humanity. They don't need to urge us; we are already doing that!

I can assure you that I am profoundly concerned about every person involved in this situation and I can also assure you that every reasonable safeguard has been taken to ensure that no Haitian is deported from Canada who might, as a result, suffer unusual hardship. The Appeal Board has wide-ranging powers to quash deportation orders on humanitarian grounds. In hundreds of decisions in the past, it has reached the conclusion on humanitarian and compassionate grounds that persons who had been legally ordered deported should be allowed to remain here.

Some of the Haitians are seeking to remain as refugees, claiming that they will face persecution as a result of their political beliefs if they return to Haiti. Any individual for whom there is evidence that this is indeed the case will be allowed to remain.





Some well-intentioned people whose point of view I respect and understand are urging me to treat the Haitians "en bloc", to exercise discretionary powers to cancel all deportation orders pending against Haitians. Quite simply, I have no power to order, or to direct the Appeal Board. It is an autonomous body deriving its authority from Parliament, which has ensured that the Board cannot make arbitrary decisions in favour or against special groups. To make exceptions for one group would be to discriminate against others who are equally anxious to come to or remain in Canada. And discrimination on the grounds of race or country of origin is exactly what we are trying to avoid.

#### Immigration Agents

Another kind of problem which disturbs me greatly is that of the few unscrupulous characters who cluster around the fringes of the immigrant community and who exploit human hope and human weakness for profit.

I speak of shady immigration agents, disreputable transportation representatives and other predatory types who hang on the periphery of the immigration movement. They represent only a small minority, but it is they who convince innocent people that the streets of Canada are paved with gold or that Canada's immigration laws can be set aside--for a price. I have only contempt for those people, as I have for the people who knowingly employ illegal immigrants, exploiting them mercilessly in return for the perilous privilege of remaining in this country without legal status.

These are the people whose unscrupulous activities create difficulties for honest people in the field, and whose practices I want to



bring to an end. I want to be sure that people come to Canada on the basis of factual, honest and objective information. I want them to come here openly, legally and freely, to share with us the rich rewards of our Canadian heritage. I want them to be dealt with justly, fairly and with compassion. All this must be done in a framework of law--not by whim or fancy that leads to discrimination or builds false expectations that people can "beat the system".

### Conclusion

However, these are interim measures and interim problems. Looking beyond the here and now, we are approaching a new era in immigration policy, as critical as any in history. Any new legislation or regulations that flow from it will, I am confident, both reflect the needs and aspirations of all Canadians and stand as a model of equity and good sense to the rest of the world. I am confident that Canada will in the future continue to be viewed as a fair-minded and hospitable land.

But let none of us be complacent or sit back. In moving as we are now into the important period of debate, which will lay the groundwork for new immigration policy, we are also approaching crucial decisions. We will be determining the sort of Canada that emerges a generation from now and is catapulted into the next century. I trust, therefore, that all of you will make a point of registering your views frankly on the sort of Canada you wish to see emerge. At the same time, however, we must remember that immigration is an emotional subject and that both cool heads and a strong sense of compassion must govern this debate.



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STATEMENT ON TABLING

THE GREEN PAPER ON IMMIGRATION POLICY

HOUSE OF COMMONS

by

The Honourable Robert Andras

Minister of Manpower and Immigration

Member of Parliament - Port Arthur

February 3, 1975







Mr. Speaker:

The publication today of the Green Paper on immigration policy marks a step in a process that began a year ago last autumn. At that time I announced in Parliament that a comprehensive review of Canada's policy and programs in the immigration field was being launched, and described how we intended to set about that task. Since then I have spoken repeatedly of the spirit in which this enterprise was being undertaken and of the goals we seek to achieve.

First and foremost our review has been inspired by the conviction that the subject of immigration policy belongs in an extremely wide framework. At issue is not a matter of mere regulations or procedures, nor even what is advantageous economically or desirable from a humanitarian viewpoint. All these, of course, are parts of the picture, and must be weighed before settling on the future course to adopt. But what finally is at stake is no less than the future of Canada's population - its size, rate of growth, distribution and composition - and the basic principles that should govern our decisions to augment the nation's human resources through the admission of migrants from abroad. Because these decisions affect fundamentally so many facets of Canadian society, and are so critical to the very fabric of the Canadian community, it is hard to imagine any area of public policy that will be more significant in determining the sort of country Canada will become in our own and our children's lifetimes.

Canada, as it exists today, has been built largely by immigrants. The Canada of tomorrow will be shaped by the decisions

The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that every entry, no matter how small, should be recorded to ensure the integrity of the financial data. This includes not only sales and purchases but also expenses and income. The document then moves on to discuss the various methods used to collect and analyze this data, highlighting the need for consistency and accuracy in the reporting process. It also touches upon the challenges faced by businesses in this regard, such as the complexity of the data and the need for specialized software and personnel. The final part of the document provides a summary of the key findings and offers recommendations for improving the financial reporting process. It stresses the importance of regular audits and the use of reliable data sources to ensure the accuracy of the information presented.

Canadians make about the direction immigration policies should follow.

That is the Green Paper's starting point: the recognition that immigration has been a powerful agent of change in Canadian life, and that it will profoundly affect the nation's economic, social and cultural destiny. The aim of the Green Paper is to furnish Canadians with a foundation for constructive discussion of the role immigration policy should play in creating the society they wish for themselves and future generations. The paper explains how Canada's immigration program functions now, and discusses the policy assumptions on which it rests. It discusses the challenges, both domestic and international, which future policy must face. Its basic purpose is to assist Canadians to think together about the many positive purposes immigration is designed to serve, and to explore the complex problems that need to be resolved in establishing policies that will effectively support those purposes.

The Green Paper does not make firm recommendations or propose solutions. It explores problems and discusses choices. It is a document that Canadians may use when considering these choices in relation to Canada's population future and immigration's contribution to it. The Green Paper is presented in the hope that it will assist the process of policy formulation, and the examination of the new immigration legislation which the Government intends should be submitted to Parliament soon.

The Green Paper acknowledges the difficulties in reaching a consensus in this field. On the subject of immigration there exist



many, and often conflicting views, about the right line for policy to adopt. Nevertheless, there are several key elements in present Canadian policy which the Green Paper assumes Canada's future approach should safeguard. The Green Paper has been drafted in the belief that most Canadians agree:

- that immigrants to Canada should be chosen on the basis of non-discriminatory criteria, without regard to their race, colour, or creed;
- that the importance of the family should be respected;
- that Canada should be prepared to open its doors to some people - notably refugees - for compassionate reasons and to fulfill international obligations;
- that, when it is a question of selecting immigrants who will enter the labour force, immigration policy should operate in close harmony with all the major areas of economic and social policy, and in particular with manpower policy.

I have stressed that the very broad framework within which we must develop immigration policy should be related to contemporary Canadian needs, relevant to pressures on the international scene, and designed to support the attainment of long-range national goals.

Accordingly it is my hope that the Green Paper will help to stimulate a country-wide debate on immigration policy in a context embracing not only such important questions as selection procedures and administrative control, but also the development of a population policy



for Canada that future immigration to this country may be fashioned to support. We need to develop a common perception of population goals for Canada, reflecting judgments about the rate at which our population should grow, and how it should be distributed. We need to be clear about these goals if all regions in Canada are to realize their full economic and social potential, avoiding the costs of too many people in some areas and too few in others.

National agreement on these broad demographic questions is essential for the sound implementation of immigration policy over the longer term. We need a set of flexible guidelines to which policies that affect our population future may be related. The formulation of such guidelines - which would need to be kept under constant review in the light of changing conditions and national priorities - is a subject to which the Government attaches great weight. Because it lies at the heart of questions about future directions for immigration policy, I wish to devote special attention to it now.

Internationally global population problems, and their effects on both industrialized and developing countries, have attracted increasing attention in recent years. To many Canadians, with our country's pioneering tradition, the "population question" may often have seemed remote. We think of ourselves as inhabiting a vast land mass; yet one-third is the granite crust of the Pre-Cambrian shield. We think of Canada as possessing virtually boundless farming potential and therefore a huge capacity to produce food for our own and the world's use; yet only 17 per cent of Canada's territory is even potentially arable, and of this only about one-third is really good for agriculture. Moreover, metropolitan expansion is making perceptible inroads on high quality farm





land.

We have been accustomed to think of housing land as cheap and easily available; yet everyone is well aware that, in urban centres, land prices have risen at staggering rates. We have always regarded ourselves as having almost infinite elbow room; and yet some of us have begun to feel crowded together in our cities. The urgency of the question is now coming home to us. We are beginning to appreciate the importance of knowing where we are going in population terms, and of taking deliberate decisions to choose our population future.

The Green Paper concentrates mainly on immigration policy, but it is also about demographic policy or population policy, however one cares to describe it. Immigration is likely to replace natural increase as the main source of population growth before the end of the century; and sound immigration policies for the future will need to rest squarely on the foundation of a population policy for Canada.

A population policy is not just about the rate of growth and size of the national population. With over half of Canada's immigrants going to Toronto, Vancouver and Montreal, and with these and other rapidly expanding cities feeling more and more the strains that accompany a growth rate that often seems to have got out of hand, population policy must be concerned as much with where people live, and how they live, as about how many of them there are. We must also recognize the consequences of internal migration trends within Canada. Population policy must, in short, deal with the question of distribution as much as the question of growth; and in particular, problems of growth in urban centres will continue to be



examined in consultation with the Ministry of State for Urban Affairs.

Besides the problems of how many and where, there are other broad questions affecting the future of Canadian society. We must keep in the forefront of our minds the social characteristics of our nation and the development of our cultural heritage, including the bilingual character of Canada.

The problems of regional imbalance and disparity are tackled through many programs and mechanisms, including equalization grants and the programs for which the Department of Regional Economic Expansion is responsible. Of prime importance is the creation of viable economic opportunities in all regions of Canada that correspond to the aspirations of their inhabitants, their resources, and the other characteristics of the area concerned. In this connection, the impact immigration has on population distribution demand much thought. We should work towards national agreement about the ways that immigration policy can effectively support regional and urban objectives. Our aim should be to integrate immigration policy effectively within a wide range of related policies at many levels. We need to manage future immigration so that it harmonizes with all those programs designed to achieve a better quality of life for Canadians in all parts of our country.

For some time now, the Federal Government has been studying various aspects of the demographic question. As I have indicated, it has concluded that an agreed set of demographic or population guidelines should be elaborated. Such guidelines should emerge from consideration



of all the factors that I have just mentioned. They would provide the framework within which to integrate the whole array of interrelated policy areas which affect future population trends - a spectrum of policies that covers regional development, urban objectives and national land-use, as well as transportation, communications and industrial growth. Some of these policies are implemented principally at one level of government. Others are conducted at both the federal and provincial levels. For most effective implementation, many require collaboration between Ottawa, the provinces, and the municipalities. It is our conviction that the formulation and broad acceptance of an overall set of population goals is essential if the various related policies carried out by governments are to work together to yield optimum results.

Accordingly, the federal Government intends to begin at once to foster the widest possible measure of agreement about Canada's population future. This agreement must be forged in close consultations between the federal and provincial governments. The Prime Minister has written to provincial First Ministers requesting them to designate "lead ministers" to participate in this enterprise. In Ottawa the Government has appointed a Demographic Policy Steering Group of Deputy Ministers, under the chairmanship of the Deputy Minister of Manpower and Immigration, reporting to me as coordinating Minister. This Group's task will be to develop the federal view in the demographic policy area and to coordinate the federal input into the consultative process. To support the work of the Steering Group, a National Demographic Policy Secretariat has been created, headed by a senior officer in the Department of Manpower and Immigration. This Secretariat will be





responsible over the next two years for undertaking consultations with the provinces and the public and for helping to ensure that the various federal-provincial mechanisms whose activities bear on population problems are pulling in the same direction.

The debate on immigration policy will play a crucial role in achieving a broad consensus regarding national population policy. I wish, at this point, to outline the arrangements for the consultations and discussions to be pursued now that the Green Paper has been published, indicating how I see these in relation to the consideration of new immigration legislation.

When the review of immigration policy was announced, I stressed that the views of all Canadians would be welcome. Interested organizations across Canada were also invited to give us the benefit of their opinions from their various vantage points. Moreover, bearing in mind that immigration policy is constitutionally a field where responsibility is shared with the provinces, I solicited the collaboration of provincial authorities. During the period the Green Paper has been under preparation, we have benefitted from the views submitted from many quarters in response to these invitations.

I think it fair to say that interest in the immigration question in Canada has never been more lively. The release of the Green Paper will provide a specific focus for a debate which is already well begun. During the coming months I look forward to receiving further proposals and representations from organizations and individuals after they have had an opportunity to study the Green Paper. I would hope that the analysis and



information the paper affords will stimulate service organizations, educational institutions and other private bodies to hold special gatherings. My Department will encourage and assist in arranging such meetings, some of which I would very much like to attend personally.

In order to involve as many people as possible in debating these issues of national importance, my Department, during the months of February and March, will provide assistance in organizing discussions throughout Canada. Details about these meetings will be available at our Regional Offices.

It is the Government's intention to refer the Green Paper to a Committee of Parliament within the very near future. To determine the best method of doing so, I will want to consult through the President of the Privy Council with House Leaders of all parties about the various possibilities. Members have a vital part to play in a process of public debate such as this, as they are in a unique position to perceive and communicate the attitudes of the Canadian public. I hope very much that all Members, by participating fully in the public discussion of the issues raised in the Green Paper which will be taking place across the country, will help to animate at the community level a lively and informed debate among their constituents.

I look forward to visiting provincial capitals in the near future for initial exchanges with the provincial ministers designated to participate with us in the discussion of demographic goals. In those provinces receiving most immigrants, I should imagine that other provincial ministers may at that time wish to discuss with me particular



problems related to the operation of our immigration program and to put forward their ideas about the evolution of future policy. In those provinces, I would hope that arrangements can be made to enable me to explore with municipal leaders as well the relationship of immigration to urban questions.

The Government is also proposing a federal-provincial meeting of manpower ministers in the spring. This will provide a major opportunity to examine long-term immigration policy in conjunction with national and regional labour-force planning.

I am sure that these consultations will prove invaluable as we proceed to the next stage of our program. This will begin when draft legislation is submitted to Parliament.

That Canada needs a new Immigration Act is widely acknowledged. I hope that readers of the Green Paper will find it a fruitful source of ideas about the principles that should be expressed in new law, about the type of legislative foundation on which future policy should be based, and about some of the more detailed improvements to the system of administering the immigration program that require legislative action.

This is an urgent task. The Government therefore proposes to place before Parliament an Immigration Bill at an early date. The examination of the Green Paper by a Parliamentary Committee, the consultations with the provinces and the public discussions on which we are now embarked will provide an important background for Parliament's consideration of the Government's proposals later. I envisage that when Parliament receives the Bill, it will refer it to the appropriate Standing Parliamentary



Committee for intensive scrutiny.

I look forward to the completion of this process with the passage of a new Immigration Act and the accompanying Regulations in early 1976.





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STATEMENT BY

THE HONOURABLE ROBERT ANDRAS,  
MINISTER OF MANPOWER AND IMMIGRATION

TO

THE STANDING SENATE COMMITTEE

ON NATIONAL FINANCE

FEBRUARY 13, 1975





Mr. Chairman:

I am pleased to have the opportunity to present our Manpower Programs to you today.

I believe you have selected a good point in time to review Canada's Manpower activities. We are well into a major program of change and renewal throughout our Manpower organization which I firmly believe will give Canada a labour market service second to none.

First, may I say that I am well aware of the problems and weaknesses in our Manpower programs. When I assumed responsibility for this Department over two years ago, I informed the Commons Committee reviewing our estimates that while Canada Manpower had done a good job by international standards, we needed a major re-orientation of effort to meet the changing needs of today and tomorrow. Now, I am satisfied that we have established a strong new base for effective action in the Manpower field. I ask you, in reviewing our programs to look at our performance today and our plans for the future, rather than the past.

#### Background

Although we do not wish to focus on the past, it is important to know where we've been, in order to see where we're going. Traditionally, in Canada as elsewhere in the world, public employment services have been nothing more than labour exchanges, simply matching available people with available jobs, even though a more dynamic system was obviously needed.



In the 1945 White Paper on Employment and Income, the federal government proclaimed its determination to maintain a high and stable level of employment and income. In 1950 Canada ratified the 1948 International Labour Organization Convention 88. It declared that:

"The essential duty of the employment service shall be to ensure in cooperation with other public and private bodies...the best possible organization of the employment market as an integral part of the national program for the achievement and maintenance of full employment and the development and use of productive resources."

I would like to be able to tell you that after the 1945 White Paper and the ratification of Convention 88, Canada's employment, training, placement, and other labour market services flourished. But in fact they languished. Fortunately, immigration brought 2,000,000 newcomers to Canada between 1949 and 1960. They had skills which made up for the demands we could not meet and for which Canada was not training her own people. Simply, in that era, we fed on the skills of the rest of the world.

Deteriorating economic conditions in the late 50's led the Senate Committee on Manpower and Employment in 1961 to stress the need for a "well informed employment service, properly guided, resourceful and fully integrated into an overall program for maintaining high





levels of employment." Subsequently, the newly formed Economic Council of Canada established a structure of overall economic goals for Canada and outlined the role of a related manpower policy.

The Council's first Annual Review in 1964 placed great stress on an active and positive labour market policy. It called for full and more efficient use of manpower policy. It stressed the need for a dynamic labour market policy, the key elements of which were:

- a major increase in the quality and quantity of the staff of the employment service;
- a separation of the employment service from the Unemployment Insurance Commission, and full integration with the Department of Labour;
- establishment of the employment service as the sole coordinating and implementing agency for all manpower policies and programs;
- a major investment, on a scale not previously contemplated, in occupational training and retraining programs;
- establishment of an effective mobility program;
- full coordination of all labour market information to provide an effective basis for a coordinated labour market policy.



Because of the magnitude of immigration and its effect on the composition of the Canadian labour force, the Council also felt that immigration should be viewed in the context of manpower needs. In 1965, the second Council review recommended a realignment of departmental responsibilities. Thus, in 1966, the world's first department of Manpower and Immigration was formed.

The new Department adhered to the concept of an "active manpower policy" advocated by the Organization for Economic Cooperation and Development (OECD) in 1964 and adopted theoretically, at least, by most developed countries. Essentially the OECD approach discarded the traditional notion of a public employment agency which provides only a job-matching service, and replaced it with the concept of an active, dynamic agent for change.

In applying the OECD concept, our initial emphasis was on the establishment of a flow of labour market data, and on the development of new programs which would have an improved impact on the economy. By 1972, however, the Department conducted a major policy review which led to less emphasis being placed on serving the economy and more on serving employers and employees--people.

### Principles

In order to do this, Manpower has begun to focus on:

- the individual;



- the important relationship between Canada Manpower Centres and their communities;
- close cooperation between all levels of government; and
- service according to the needs of Canadians, including those special needs of the alienated, discouraged and disadvantaged.

Before we get into an explanation of how Manpower is doing this, let me say that these thrusts reflect my own personal philosophy for the future of Manpower and Immigration in this country. Allow me to say also they rest upon the strong base established by my predecessors in Manpower and Immigration - Messrs. Jean Marchand, Allan MacEachen, Otto Lang and Bryce Mackasey.

Since I came to this department late in 1972, I have developed a personal set of plans and priorities calling for an integrated manpower policy. I intend to see the resources of Manpower, the Unemployment Insurance Commission and Immigration all working together so that more individuals have greater access to opportunities for work and so that we have a more effective labour force.

I believe that Canadians want to work, to seek fulfillment and self-sufficiency through work. Recent research of my department, which will be published soon, bears this out.

Our work gives us a feeling of pride, self-respect, and of attachment, of being part of the mainstream -- as well as income.



It is most important to me that we increase the opportunities of more Canadians, workers with names and families, to participate and contribute to the life of Canada, while giving them a full range of options to up-grade their lives to standards they set for themselves.

As long as I have responsibility for this portfolio, my goal is to enhance, to encourage, to promote individual self-sufficiency -- to provide opportunities for individuals to up-grade their own abilities to contribute to society and earn greater rewards from it.

To ensure that every Canadian has an opportunity to connect with satisfying employment, we have to structure our labour market programs in a way which permits us to respond to the tremendous variety of needs and problems which Canadians face at various times in their working lives.

A young high school drop-out may require training. An older worker may need re-training. A person with a handicap may require active marketing on the part of our manpower counsellor. Another person may require only income support in the form of Unemployment Insurance benefits and access to a Job Information Centre to re-connect with a job. We can't cope with this range of needs by isolating our resources in rigid compartments.





We need an integrated approach to Manpower Policy, one that ensures that the individual client can be plugged in, without undue delay, to the particular resources he needs to support his efforts to obtain satisfying and enduring employment.

An integrated Manpower policy does not necessarily require more investment of financial resources. We can achieve such a policy by marshalling existing expenditures and efforts: we are aiming at greater flexibility of the tremendous financial resources which we have and greater co-ordination of the program resources which exist, within an overall framework.

In addition to the personal rewards for individuals and the benefits to the economy which would accrue from a fully integrated Manpower Policy, it would lead to the development of a first-class employment service.

What has been undertaken since 1966, and I have since accelerated, is the building of a solid foundation in terms of:

- human resources (our counsellors)
- points of delivery (the expanding Canada Manpower Centre national network)
- provision of quality labour market information (labour market analysis)
- delivery of satisfactory service to meet employers' needs (better referrals)



- financial assistance where necessary for workers to move (mobility)
- opportunity for the underemployed and unemployed to develop skills which are in demand (the Canada Manpower Training Program).
- greater coordination and cooperation between Manpower and the Unemployment Insurance Program.

### Placements

Our Canada Manpower Centres have grown in number from 219 in 1966 to more than 450 today. The number of placements in full time jobs has increased from 788,545 in 1966-67 to 1,042,724 in 1973-74, and is expected to exceed 1,200,000 in 1975-76. I must say with a great deal of pride that the current placement level, relative to population, is one of the highest attained by any public placement service in the world.

### Manpower Training

Similarly, our performance in manpower training has improved. In 1968-69 the first year after implementation of the Adult Occupational Training Act, 301,200 persons were trained -- 11,981,000 training days were purchased. The number purchased in 1973-74 was 17,217,000, an increase of 44 per cent. Our growing investment in training reflects the increasing needs of our rapidly - changing economy.



The Canada Manpower Training Program and its counterpart in industry, the Canada Manpower Industrial Training Program, are major thrusts by the Department to help Canadians satisfy their human and material wants through the labour market. The extent of these thrusts is manifested in the financial commitment to the program - some \$405 million this fiscal year alone.

The joint Treasury Board-Departmental benefit-cost evaluation of this program estimates that the economy benefits from \$4 to \$6 for every dollar invested in training.

### Mobility

In matching jobs and workers, one of our primary difficulties, given Canada's ribbon industrial development, is that often the jobs and the workers are not in the same place. As an example, we have had vacancies for miners in British Columbia, with the only miners available for work living in Nova Scotia.

Before 1967, the match-up efforts were being handled through a restrictive system of repayable loans to the workers. Now, under the Canada Manpower Mobility Program, a comprehensive system of grants enables workers to move themselves and their families to continuing





employment in skill-shortage areas. This program has reduced loss of employment, eliminated or cut down Unemployment Insurance payments, and eased the threat of disruption or shutdown for employers. Grants are available for exploratory job searches, re-establishment, and costs involved in the sale and purchase of housing.

The number of workers assisted under the mobility program has grown from 5,757 in 1967-68, first year of Manpower Mobility Program relocation, to 11,019 in 1973-74. Again, the benefit-cost evaluation on this program shows an amazing return to the economy of \$12 for every dollar spent.

#### Job Creation

Perhaps the most dramatic development - certainly the most notable - in recent years has been our job creation programs, specifically the Local Initiatives Program and the Opportunities for Youth Program.

Projects under both programs must be of real benefit to the community. Initiative for them must come from the community and from potential program participants. This philosophy came directly from the Prime Minister when he said to the Canadian people, "Look, you have been telling us that you want to do special things, important things for people. All right, then, we'll give you a program which will give



you the opportunity." LIP and OFY are these programs. In terms of real value to the communities and to the participants, neither words nor figures can tell the story.

No other programs respond as quickly, effectively and inexpensively to general unemployment, while clearly generating community betterment and personal development.

Under LIP, 208,553 jobs have been created the past three winters; during the past four summers 122,679 OFY jobs have been created for students.

While these are seasonal programs, we have also introduced a permanent year-round job creation program called the Local Employment Assistance Program aimed at the hardcore unemployed. A small experimental program, LEAP is teaching us new ways of getting Canadians back to productive work.

#### The Manpower Counsellor

None of these accomplishments would have been possible without the dedication and concern of our Canada Manpower Counsellors. Once described as 'the tip of the spear' in recognition of their front line responsibilities to both employee and employer clients, the manpower counsellors' efforts are truly remarkable. Recruited for both



their academic and world-of-work backgrounds, they are better educated today than their 1966 counterparts - 53 per cent have a minimum Bachelor degree with a goodly number of these officers having post-graduate training in vocational orientation, psychology or other related disciplines, and are further trained for their jobs through continuous departmental programs. Few departmental roles are as important as theirs. They must be familiar with, and knowledgeable about, employers' operations and needs, as well as the availability and needs of clients. Indeed, the counsellors must serve two masters - the employer and the job seeker. Their job is not easy, but they do it well. Many thousands of employers and job seekers alike will attest to this fact.

#### Comparison with Other Countries

I think that it would be an interesting analogy at this point to compare our placement achievements and training expenditures with some other countries. I believe you will be surprised to learn that Canada measures up very favourably when compared with such countries as the United States, the United Kingdom, Sweden, France, and West Germany.

Naturally, there are differences and similarities in the manpower policies of all of these six nations. These differences are related to unique national resources and to domestic and international



economic conditions and alliances. Similarities and differences also exist in objectives, thrusts, reporting systems, and program terminology.

For these reasons, country versus country "head-on" comparisons are, at best, almost impossible and at worst, imprecise. However, the following are some conclusions which are drawn.

In 1972 Canada was first among all six nations in terms of placements - 12 per cent - as a percentage of the labour force, which in Canada totalled 8,329,000. Although we do not have accurate data on the total number of job openings which occur in Canada each year, our best estimate is that CMC's fill 25-35 per cent of such openings.

Canada was second to Sweden in 1972 in terms of training expenditures as a percentage of gross domestic product. The Canadian percentage was 0.37 compared with Sweden's 0.43. At the other end of the scale were the U.S. at 0.09 and France at 0.15.

During the past three to five years relative government training expenditures have risen in all six countries. Canada's expenditure of \$189,966,000 in 1968-69 rose to \$396,794,000 in 1973-74. Sweden's expenditure mounted from \$415,000,000 in 1968-69 to \$852,000,000 in 1972-73.





Canada's labour force has shown marked growth from 7,537,000 in 1968-69 to 8,329,000 in 1972-73. Within the same periods labour force growth increased at a lower rate in the U.S., remained relatively static in Germany and France, and decreased in the U.K.

As I said earlier, the difficulty in arriving at firm conclusions and making error-free comparisons is mind-boggling, given all the variables.

Let me give you an example: Acknowledged as a pioneer among the international community in progressive human betterment legislation, Sweden in 1972-73 spent considerably less in training dollars than the Federal Republic of West Germany. I should mention that training expenditures in the latter country increased astronomically - four-fold between 1969 and 1972 - as new legislation was introduced.

The German experience raises the question of whether such rapid growth in training expenditures can be interpreted as an actual growth in training activity or whether it was primarily a change in the financing of existing training from the private to the government sector.

My reading of Canada's performance in the manpower field in contrast with that of the other five nations is simply this: we have



done well in certain areas; we are ahead of other countries in some of our thrusts and slightly behind in others. We do not necessarily want our programs to model those of other countries. We must look at and take from each country where applicable those programs and services that would make our own model more efficient and effective for all Canadians.

### Issues and Challenges

Canada has faced a unique problem -- the rate of growth of our labour force. We had the fastest growing labour force of all the member countries of the OECD between 1959-72. Much of our present growth rate is due to the influx of young people coming onto the market -- those between the ages of 14-24 who face job readiness problems -- and the rise in the participation of women in the labour force.

We are working to resolve the manpower problems which confront us today and which will emerge tomorrow. One of our manpower problems is the dilemma we face of having both high unemployment and urgent labour shortages. To explain this apparent paradox we must take a long hard look at some of the basic factors in jobs and at the people who potentially could fill them.

It is obvious that when competition for workers develops, the poorer employers or the poorer jobs are the first to feel the pinch. Good employers and good wages tend to steal workers from poorer jobs. Employers with good jobs to offer have no difficulty in normal times in filling them. Usually they can pick and choose. Usually they don't need Canada Manpower and they don't use it.



As a result, Canada Manpower gets the poorer jobs, or the hard-to-fill jobs and the hard-to-place workers.

Data indicate that the largest increases in job vacancies in 1972 were those at the lowest skill levels and rates of pay.

For example, the bulk of the low- or semi-skilled vacancies offered rates of pay barely above the minimum wage. It could be said that the incentives to accept or remain in such jobs were low. In 1973, 66 per cent of the low-skilled vacancies offered a mean wage of \$1.80 to \$2.20 per hour.

This is not to say, of course, that turnover is reflected in all job vacancies. Skill shortages and to a certain extent, geographical mismatching, constituted important sources of unfilled vacancies, especially in 1973. Almost 40 per cent of all Canadian job vacancies occurred in Ontario, but the province had only 27 per cent of Canada's unemployed.

Another factor in the paradox of concurrent areas of high unemployment and unfilled job orders is job satisfaction. A departmental survey shows, as I have repeatedly said, that people want to work. But they are not satisfied with taking just any job. Financial considerations are less important for many job-seekers than other factors such as the challenge of the job and the adequacy of resources to do it.





Moreover, employers themselves add to their problems by making their selection criteria for workers so restrictive they deny jobs to people who could in fact perform work satisfactorily. Personnel officers, to reduce the number of candidates they must see, impose screens of education, age, experience, height, weight, bonding, etc. Then when the labour market tightens and they can't get workers, they fail to realize how much they have restricted their own field of choice.

This is difficult to measure precisely, but one study shows that during the last decade educational requirements for jobs have risen while the actual content of the jobs has remained virtually unchanged. I am deeply distressed by this finding and have said so, bluntly and candidly, to the business sector. Early indications are that business has responded positively to my concern, but I am not naive enough to think that I will not have to prod further before marked change is evident. I am aware that much of the recent unemployment is based on such structural, frictional factors that place particular, often unwarranted, strain on manpower programs.

I am not a prophet, but as a realist I can see that such problems can be turned into challenges. We are now developing, and must continue to develop, action strategies to counter:



- the continuing high unemployment among youth;
- the potential inadequacy of employment opportunities for women and post-secondary graduates;
- the continuing problems of the disadvantaged - native peoples, urban poor, people in areas of low industrial opportunity;
- the emergence of shortages of particular skills;
- the continuing mismatch between skills and jobs created by the thundering pace of technological change.

In another dimension, we must strive to produce true and effective equality of opportunity, to respond to the individual's need for an effective say in his own destiny, and to the need, not just for jobs, but for work that will provide Canadians with the meaning and satisfaction they crave as much as the income they earn.

#### Present Progress and Future Paths

Frankly, I am very proud of the measures we have implemented and of our accomplishments in the broad manpower field, embracing Unemployment Insurance, Immigration and Manpower.

Internally, in 1973 the Department undertook a program of organizational change and renewal, reviewing both the structures through which services are provided, and the approach of staff members



towards problems within their activities. We are now in Phase Two of this renewal program, and have begun to implement the changes our review indicated were necessary and desirable. Through judicious decentralization, we are reinforcing our operational management, facilitating the administration of our programs, and improving and expanding our federal and provincial coordinating mechanism.

For instance, we have established positions of Provincial Directors of Manpower to help carry out the decentralization process in the multi-province regions. Headquarters has been streamlined to handle responsibilities in policy, program development, and coordination of activities. Already, allocations to headquarters have been reduced and 150 man-years have been redistributed to the field.

At both levels, we are altering the reporting procedure to reduce the workload caused by duplication, frequency of reports, and redundant information. New administrative procedures will enable manpower counsellors to use their experience and discretion more advantageously in day-to-day work. And new concepts of service are being explored in an effort to develop more efficient, and more meaningful services and programs.

Throughout the entire process - it has been under way for more than a year now - the views, comments, and suggestions of all employees have been solicited and carefully considered. We hope to



meet program objectives through our organizational renewal; we also aim to place our staff in a work situation that is challenging and fulfilling. Cooperation and dialogue with employee unions have been actively pursued.

Departmental observation of, and concern for, client satisfaction led to the recent creation of Job Information Centres. Since 1973, we have installed about 300 JIC's either operating or near completion, in our Canada Manpower Centres.

In Job Information Centres, people may come and look, as they please, at CMC literature and information regarding programs and services, training, career guidance, and - most importantly - job vacancies.

Formerly, everybody who came to a Canada Manpower Centre was faced with tombstone data collecting, interviews and other bureaucratic red tape, when, in fact, about 60 per cent of these were job-ready and all they needed was information. What we have done is brought the information out from behind the counter.

Job Information Centres speed up referrals and placements and free counsellors to focus their efforts on the 40 per cent who require much more personal attention.





This streamlining of our services began last year, is taking place in all Centres, and should be completed by April.

I would like to emphasize that our JIC's are a direct response to our clients' needs for government services which are not bureaucratic, formal, or formidable.

As I mentioned previously, I am committed to developing an integrated Manpower Policy for Canada. Needless to say, close cooperation between Manpower and the Unemployment Insurance Commission is a crucial factor in attaining this objective. I am therefore pleased to be able to draw to your attention a growing operational integration of these agencies.

This integration ensures that those unemployed workers who are just "between jobs" can reconnect with available vacancies as quickly as possible. It also holds the promise, I believe, of allowing us to address effectively some of the persistent and deeper-rooted sources of unemployment, such as, for example, the fact that many unemployed persons are not completely job ready due to skill deficiencies, or the fact that employment opportunities may be negligible in some localities.

Last spring, for instance, Manpower/UIC jointly introduced a Special Job Finding and Placement Drive in seven metropolitan areas. It resulted in some 70,000 unemployed Canadians finding work.



Manpower and the Unemployment Insurance Commission are also studying ways to use their training and unemployment insurance resources more constructively. In Newfoundland, now, a special training project provides unemployment insurance claimants with the opportunity to receive occupational training through Manpower. The claimants will draw unemployment benefits while they train for immediate skill shortages in the labour market.

In future, Manpower job creation projects might well provide a chance for unemployment insurance claimants living in areas of high unemployment to use their skills. Other Manpower projects could help claimants improve their skills so that they can break out of their repetitive unemployment cycle and find regular, satisfying work. The Commission, on the other hand, might wish to be more active in identifying claimants willing to move, through Manpower's Mobility Program, to areas of new employment.

In addition to special projects, Manpower and the Unemployment Insurance Commission are philosophical and operational cousins on a day-to-day basis. Each week, the Canada Manpower Centres send 4,000 - 5,000 reports to the Commission relating to claimants who appear reluctant or not available to take jobs. To improve the liaison between Manpower and the Commission, we plan to locate their offices in



the same building wherever possible. Moreover, computerization and linkage of their operational systems will cut down on the massive exchanges of paper data that hamper coordination and cause delays.

I have directed both the Commission and Manpower to examine ways of extending their partnership. I am satisfied that this growing cooperation is beneficial.

Manpower policy, moreover, cannot be implemented in isolation of other federal and provincial departments. We have been working hard to strengthen these bonds.

As you know, the federal and provincial governments are already proceeding with the three-year developmental phase of a Community Employment Strategy. The CES will pool all available federal and provincial, as well as private, resources to make a comprehensive approach to the solution of chronic unemployment in the 20 chosen communities. It is an exciting concept which will mobilize the energies and initiatives of each community to solve its chronic unemployment difficulties. We already have agreements in principle with almost all provinces and expect to have agreements completed, communities selected and projects begun by the end of this month.





## Conclusion

I have spoken of the need for a comprehensive and integrated Manpower Policy. My personal vision is that the whole package of programs and expenditures -- such as manpower placement, counselling, training, training allowances, mobility assistance, income support through the present Unemployment Insurance plan, direct employment, and Community Employment Strategy -- eventually could be combined in a Canada Opportunity Program.

In the weeks ahead, you will have an opportunity to examine how Manpower is meeting today's problems and preparing for tomorrow's challenges. I believe the facts we show, and plans we present, constitute comprehensive and progressive manpower responses. I know we are trying hard and getting good results.

I know that there is great value to a study such as the one on which this Committee is now embarking. I will be following with interest your deliberations and I look forward to reading in due course your final report.





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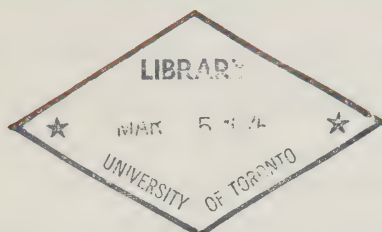
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CHECK AGAINST DELIVERY

SUMMARY OF A STATEMENT

BY THE

HONOURABLE ROBERT ANDRAS,

MINISTER OF MANPOWER AND IMMIGRATION

TO

THE STANDING SENATE COMMITTEE

ON NATIONAL FINANCE



Canada's Manpower Division is working hard, getting good results, and implementing major change and renewal destined to develop a labour market service second to none, Manpower and Immigration Minister Robert Andras said today.

In remarks to the opening session of the Standing Senate Committee on National Finance, which is conducting a review of the Canada Manpower Division, Mr. Andras said Canada Manpower's current performance should be the basis for judging effectiveness.

"Since I came to this department late in 1972, I have developed a personal set of plans and priorities calling for an integrated manpower policy. I intend to see the resources of Canada Manpower, the Unemployment Insurance Commission and Immigration all working together so that more individuals have greater access to opportunities for work and so that we have a more effective labour force.

"I believe that Canadians want to work--to seek fulfillment and self-sufficiency through work. In addition to the personal rewards for individuals and the benefits to the economy which would accrue from a fully integrated manpower policy, it would lead to the development of a first-class employment service."

The Minister explained that current Manpower programs focus on the individual - service according to needs - including the special needs of the alienated, discouraged and disadvantaged, the need for close relationships between Canada Manpower Centres and their communities, and close co-operation between all levels of government.



"Since 1966, the year the department was created, our Canada Manpower Centres have grown in number from 219 to more than 450. Our placements--788,545 in 1966-67--increased to 1,042,724 in 1973-74 and are expected to exceed 1,200,000 in 1975-76."

Manpower statistics show 208,533 jobs have been created since the Local Initiatives Program began three years ago. During the four summers of the Opportunities for Youth Program, 122,679 jobs were created. Mr. Andras also pointed out that since its inception in 1967-68, the Canada Manpower Training Program has provided full- and part-time training, including training-on-the-job, to more than 1,762,363 Canadians.

"The joint Treasury Board/Department benefit-cost evaluation of this program estimates the economy benefits from \$4 to \$6 for every dollar invested in training," the Minister said.

Data show the number of workers assisted in relocating under the Manpower Mobility Program nearly doubled from 5,757 in 1967-68, the first year of the program, to 11,019 in 1973-74. "The benefit-cost evaluation of this program shows an amazing return to the economy of \$12 for every dollar spent."

Mr. Andras further compared Canada's manpower performance to the other industrialized countries - the United States, the United Kingdom, Sweden, France and West Germany.





"In 1972 Canada was first among all six nations in terms of placements--12 per cent--as a percentage of the labour force, which in Canada totalled 8,329,000. Although we do not have accurate data on the total number of job openings which occur in Canada each year, our best estimate is that CMCs fill 25-35 per cent of such openings. In 1972 Canada was second only to Sweden in training expenditures as a percentage of gross domestic product. Our percentage was 0.37, Sweden's 0.43."

The Minister admitted Canada faces serious manpower problems, but said he viewed these as manpower challenges. "One dilemma we face is the paradox of both high unemployment and urgent labour shortages. Another is job satisfaction--people want to work, but are not satisfied with just any job. Moreover, employers themselves add to their problems by making their selection criteria for workers so restrictive they deny jobs to people who could in fact perform the work satisfactorily."

Mr. Andras said he was "deeply distressed" by this last finding and had said so, "bluntly and candidly" to the business sectors. "One study shows that during the last decade, educational requirements for jobs have risen while the actual job content has remained virtually unchanged. Early indications are that business has responded positively to my concern, but I am not naive enough to think I will not have to prod further before marked change is evident."

The Minister also expressed pride in Manpower's internal re-organization, the recent establishment of Job Information Centres, the growing operational integration between Manpower and the Unemployment Insurance Commission, and the increasing co-operation between Manpower and other federal and provincial departments.



"Through judicious decentralization, headquarters has been streamlined, its allocations reduced, and 150 man-years redistributed to the field. Since 1973, about 300 Job Information Centres have been installed in our Canada Manpower Centres in direct response to our clients' needs for government services that are not bureaucratic, formal or formidable.

"Manpower and the Unemployment Insurance Commission jointly introduced a Special Job Finding and Placement Drive which resulted in jobs for 70,000 unemployed Canadians. In Newfoundland, a special training project allows unemployment insurance claimants to continue drawing benefits while receiving Manpower occupational training for immediate skill shortages," Mr. Andras said.

An "exciting concept" is the joint federal-provincial Community Employment Strategy. Mr. Andras described how the venture will pool all available federal, provincial and private resources for a comprehensive approach to the solution of chronic unemployment in 20 chosen communities. "We expect to have agreements completed, communities selected, and projects begun by the end of this month."

During the next four consecutive Thursdays, the Senate Committee will hold morning public sessions examining the various aspects of the Manpower Division: February 20 - Canada Manpower Organization and Operations; February 27 - Employment Services; March 6 - Manpower Training; March 13 - Job Creation. Mr. Andras is not scheduled to appear again before the Committee, but will if proceedings demand it.

For further information call: 992-9230



Office of the Minister  
Manpower and Immigration

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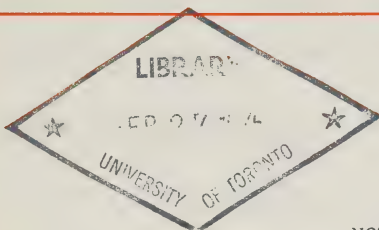
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NOTES FOR LUNCHEON ADDRESS

TO

PUBLISHERS AND EDITORS OF ETHNIC-LANGUAGE NEWSPAPERS

TORONTO, FEBRUARY 18, 1975

BY THE

HONOURABLE ROBERT ANDRAS,  
MINISTER OF MANPOWER AND IMMIGRATION,  
MEMBER OF PARLIAMENT - PORT ARTHUR.

CHECK AGAINST DELIVERY





I am very pleased to have this opportunity to meet with such a large group of publishers and editors of ethnic-language newspapers.

I know that you have a special responsibility in the news field because to many of your readers -- particularly newcomers to Canada -- you are the main source of information.

#### GREEN PAPER AND POPULATION

Last February 3rd -- just two weeks ago -- I released the Green Paper on Immigration.

The Green Paper is not government policy. We are presenting it as a discussion paper, so that all Canadians can look at immigration and the role that immigration policy should play in building the sort of society which Canadians wish for themselves and for their children.

The Green Paper is not just about immigration. Our whole approach has been that immigration has to be looked at in the big picture of "What kind of Canada do we want?"

As we look towards Canada's population future, we have to think about it's size. . .it's rate of growth. . .it's distribution. . . and the basic principles that should govern immigration policy decisions.

A whole host of world events -- the population explosion, the energy crisis, food shortages -- makes us appreciate the importance of knowing where this country is going in population terms, and of making decisions with our eyes open to choose our population future.



The federal government has been looking at demographic -- that is, population questions -- for some time. We have decided that we must take steps to develop a national agreement about longer-term population goals. Our plan is that the Green Paper consultations and discussions will be the first step towards this agreement.

#### IMMIGRATION

Canada, as it exists today, has been built largely by immigrants. No one who lives in Toronto has to be reminded of the contributions which immigrants make to Canada. Our country has become more mature, more lively and more outwardlooking because of the wide variety of cultures, the energies, the enthusiasms and the skills of immigrants.

As one who lived in this great city some 20 years ago, and because my political duties and family ties allow me to frequently visit Toronto, I have watched with fascination as Toronto matured into a truly cosmopolitan, multi-cultural urban centre. Who can deny that Toronto has been enriched by the development of such places as the colourful Kensington Market and exposure to the cultures of the people from many corners of the world?

I don't have to remind you that the Liberal Government has given formal recognition to the fact that we want a multi-cultural Canada -- not a "melting pot." In announcing a multi-cultural policy within a bilingual framework in October, 1971, Prime Minister Trudeau said: "The government will support and encourage the various cultures



and ethnic groups that give structure and vitality to our society." The Prime Minister went on to say that "they will be encouraged to share their cultural expression and values with other Canadians and so contribute to a richer life for us all."

#### GREEN PAPER

The Green Paper explains in detail the way immigration in Canada is managed now, and analyzes the policy assumptions on which the program rests. Against this background, it explores problems and discusses choices. The choices range from retaining the present system to finding a method of establishing and managing the number of people who should be allowed to enter Canada from abroad to take up permanent residence here.

And let me clear up one misconception here. Some say the Green Paper urges us to flash a red light against immigration. That is not the case. We are not suggesting that immigration be drastically curbed. We are suggesting, through the Green Paper, that it's time to sort out the many problems related to population growth, and that we have to face the rapidly rising rate of immigration over recent years. So it's not a red light against immigration ... it's a caution light.

When I presented the Green Paper in the House of Commons, I said: "Canadians will want, I believe, an immigration policy that meets our social, economic and cultural needs. . .one that respects the family. . .one that is free from discrimination. . .and a policy that keeps the door open to refugees."



## RACISM

In the past couple of weeks, newspaper editorials -- particularly in the English-language press -- have expressed some pretty divergent views about the Green Paper. In fact, I sometimes wonder if their authors have been reading the same document. I'm not suggesting that we're not open to criticism -- and many editorials I've seen contain a lot of constructive criticism -- but it's the ones that are spreading false interpretations and misconceptions that concern me.

Some editorials say the Green Paper skirts around, or ignores, the racist issue. Others accuse the Government of having "hidden motives". . . of stirring up "a racist plot to close Canada's doors." I can tell you categorically that this is not the case.

Just let me describe why the Green Paper came about. When I became Minister of Manpower and Immigration, there had been pressure for many years to revise the Immigration Act. I looked at what had been prepared for me and I found that it was very good, except that it focused on administrative processes -- in other words, the "nuts and bolts" of the immigration machinery. But it struck me that you can't sensibly look at immigration in a vacuum.

I told my people that what I would like to have is a statement of the objectives of immigration and for me, particularly, a hard look at what it means for our population in terms of it's rate of growth, it's distribution and it's ultimate size. That's why we have the Green Paper --





not because we're scheming to bar the doors on racial grounds.

Naturally, we can't bury our heads in the sand and pretend that discrimination does not exist in this country. We cannot claim by virtue of being Canadians to be devoid of prejudices. However, we should not let extremist views cloud or dominate the Green Paper debate. And let me assure you, this Government is not going to be shoved around by extremists!

As for me personally, I'm well aware that some people -- a small but vocal minority -- regard me as the ring-leader of some imagined racist plot. You've heard the allegations -- "Andras is Canada's number-one racist", and so on. Well, politicians quickly develop thick skins. It's not the name-calling, or for want of a better word, "falsehoods," that disturb me. But it does disturb me that such wild allegations may unnecessarily touch off alarmist reactions.

I say again -- to those willing to listen -- that we do not want an immigration policy that discriminates on the basis of race, colour or creed. Let me go one step further. I, personally, could not live with a policy that discriminated on racial grounds, nor could my colleagues in Government.

The Green Paper has been presented to launch a debate on the kind of country we want to have in the future. It will be an opportunity to make decisions for the best kind of Canada for all of us. . .for our children. . .and for future generations.

The Government will be doing a lot of listening in the coming



months. I'm sure that Canadians will make their views known.

I have kept my remarks fairly brief, since I know you have many questions. I appreciate having this opportunity to meet with you.



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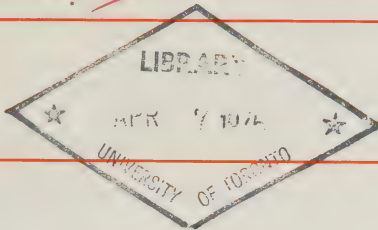
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NOT FOR RELEASE BEFORE 6:30 P.M. (EST) TUESDAY, MARCH 25, 1975

NOTES FOR AN ADDRESS BY

THE HONOURABLE ROBERT ANDRAS,

MINISTER OF MANPOWER AND IMMIGRATION

AND MEMBER OF PARLIAMENT FOR PORT ARTHUR,

TO THE KIWANIS CLUB OF GRAND FALLS, NEWFOUNDLAND

TUESDAY, MARCH 25TH, 1975

CHECK AGAINST DELIVERY





As you no doubt are aware, my main pre-occupation in recent weeks has been with the Green Paper on Immigration, and the nationwide debate on that important subject is well under way.

Tonight, however, I'd like to switch "hats," and talk about what we've been doing and where we're going in the manpower field. Closely linked with that, of course, are the activities of the Unemployment Insurance Commission, which is another of my responsibilities.

When I became Minister of Manpower and Immigration in November, 1972, one of the first things I learned was that we had to re-direct our manpower policies to meet the changing needs of today and tomorrow. We had to scrap outmoded methods and launch new programs that are better adapted to today's requirements.

Well, I'm happy to report to you tonight that we're well into that major program of change and renewal. We're ironing out past problems and overcoming weaknesses in the system. We've adjusted our basic thrust so that the emphasis is more toward serving employers and employees -- not simply the country's economic needs. In other words, we've become more "people oriented."

In addition to developing new approaches, I have injected a personal set of plans and priorities into the process under which



Manpower policies would be more closely integrated. What this means is that we would take the resources of Manpower, of the Unemployment Insurance Commission and of Immigration, and harmonize them into a much more effective labour market service. The advantages -- in addition to the obvious benefits of eliminating duplication of effort -- are two-fold. Individual Canadians would have greater access to job opportunities. . . employers could draw upon the resources of a more effective labour force.

We should not lose sight of the fact that when we talk about serving the needs of "workers," we really are talking about individuals -- people with names, with families, with hopes and aspirations. They want to connect with a job that not only provides them with an income -- although that's important -- but they want a job that gives them a sense of satisfaction, of self-fulfillment, of having made their own contribution to the life of Canada.

This is not just rhetoric. My Department has conducted an extensive survey of the "work ethic" in Canada, and the results confirm that the work ethic is alive and well. Through their work, Canadians feel they're part of the mainstream. Satisfying employment gives people not only an income -- but a feeling of pride, a sense of self-respect.

It is therefore important that we increase the opportunities open to Canadians -- give them a full range of options to up-grade their lives to standards they set for themselves. Our labour market programs must be



structured so that we can respond to the tremendous variety of needs and problems which Canadians face at various times in their working lives.

A young high school dropout may require training... an older worker may need re-training... a handicapped person may need special assistance to find employment. Perhaps a person only needs access to a Job Information Centre to connect with a job... another job-seeker may need income support, through Unemployment Insurance, while he searches for work. We must be able to meet these challenges.

To cope with these needs, we must coordinate our resources -- not isolate them in rigid compartments. We must plug the job-seeker into these resources with a minimum of delay -- in short, we have to cut the red tape.

One of our most successful innovations are the Job Information Centres -- sort of self-serve "employment supermarkets" -- located in about 90% of Canada Manpower Centres across the country. A job-seeker can wander at his leisure among rows of categorized listings of job vacancies until he finds one suitable to his needs and skills. At that point, he takes the listing -- which does not identify the prospective employer's name -- to a Manpower counsellor. If initial screening indicates a person has the necessary skills, he or she is referred to the employer.



Our experience with JIC's so far has proved to be helpful to the client, the employer and to Manpower counsellors. Job-seekers don't have to wait around for interviews simply to find out what vacancies exist... initial screening of applicants by Manpower counsellors saves time for the employer... and the counsellors, in turn, can devote more time to providing assistance. It's a sound concept.

As of April 1st -- a week from today -- we will extend our special job-finding and placement drive. This program -- which we launched a year ago in seven of the larger cities -- makes a concerted effort to find employment for those who have the most difficulties in finding a job -- including Unemployment Insurance claimants, employable welfare recipients and those with special job handicaps.

In the last nine months of 1974, nearly 217,000 unemployed persons agreed to visit their local Canada Manpower Centre for counselling and assistance under the job-finding and placement drive. We placed more than 30,000 in jobs... another 30,000 or so, after getting guidance and advice, found jobs on their own. More than 5,400 persons were directed to manpower training courses and 233 were given mobility grants to move to areas where their skills were more in demand. Among those who were placed in jobs through our Winnipeg offices were two welfare recipients -- one had been on welfare for seven years, another for five years.





The success of that program has not only been in terms of people connecting with jobs -- many of whom had just about given up hope -- but also represents a saving to the economy. We estimate the job placement drive will save between \$30-and-\$40 million in UI payments for the current fiscal year. To put it another way, for every dollar spent on the job placement drive, we recovered between \$5 and \$7.

Another area of co-ordination of Manpower and Unemployment Insurance Commission efforts is being tested here in Newfoundland. Through a special training project, UI claimants are allowed to continue drawing benefits while they receive Manpower occupational training for skills that are in immediate demand. This project will enable us to assess the relative merits of perhaps providing special incentives to the unemployed to obtain training that will get them out of the jobless cycle.

A concept that excites me is our Community Employment Strategy, a joint federal-provincial effort. We are pooling all available federal, provincial and private resources to launch a comprehensive approach toward solving chronic unemployment. In the developmental stage, we're selecting 20 communities or areas, and we have just about completed reaching the required federal-provincial agreements.

CES is part of an over-all employment strategy involved in the current review of social security in Canada being carried out by my colleague, the Minister of Health and Welfare. It came about because we realized there



is an awful lot of money being spent in a fragmented way... by governments at all levels, by voluntary agencies, by institutions and so on... all zeroing in on the same general problem areas of unemployment, but leaving gaps along the way.

The people we're out to help are those who are chronically unemployed -- those who have trouble connecting with a job regardless of whether the economy is in a boom or in a recession. Many have for far too long been regarded as unemployable... but we refuse to accept that definition, at least not in many, many cases.

Under the three-year developmental stage, we are lining up 20 communities -- and when I say "communities," I mean that in the broadest sense. It could be a town, part of a city, or a rural region. It could even be that we try to help all the single parents in a province, or half a province -- or we could focus on native people in a given area, for example. The range is wide open.

Once the communities are selected under the Community Employment Strategy, we consult with the local people and develop a co-operative type of arrangement at the federal, provincial and community levels. Consultation is wide open. In addition to elected representatives, it could involve educators, union leaders and employers.



Then we look at all the job-producing opportunities open to us. For instance, we may line up an employer who can use the physically handi-capped. But we may find that won't work unless we provide transportation for the handi-capped person. Under CES, we'd lick the transporation problem. Another example -- if we find work for single parents, we may also have to provide day-care facilities -- that sort of thing. We could use existing programs -- federal or provincial -- or we may have to develop new programs to fill gaps... but our hope is that ~~we~~ we can tie together enough existing programs to avoid the need for any large expenditures of additional money. Our aim is to make better use of what we have.

My concern about the past is that we perhaps have been concentrating too heavily on unemployment insurance when we should have been taking a more dynamic approach in responding to labour market fluctuations, a more aggressive approach in marketing human resources. Certainly, we have to provide income support for those who simply cannot find work. We cannot permit anyone to starve to death in this country. Our main focus, however, should be on giving individual Canadians every opportunity to connect with a job.

I haven't dealt with some of the other things we're doing in the Manpower field -- and doing quite successfully, I might add. These include the provision of training programs, mobility grants and special job-creation programs such as Local Initiatives and Opportunities for Youth.





We also have a wide range of services for employers. If you want more detailed information, I invite you to drop into your local Canada Manpower Centre. I'm sure that you'll be surprised by the way we've become more "people oriented," as I mentioned earlier on.

Since 1966, when the Department of Manpower and Immigration came into being -- our Canada Manpower Centres have grown in number from 219 to more than 450. In our first full year of operation, we found jobs for about 788,000 people. In the year ahead, we expect total placements of about 1,200,000.

I don't deny that we face serious manpower problems in Canada, since we cannot isolate ourselves from world economic conditions. One dilemma confronting us is the paradox of both high unemployment and urgent labour shortages. At the same time, people want work but they are not willing to take just any job -- they want job satisfaction. Employers, on the other hand are adding to the problem of labour shortages by making their selection criteria for workers too restrictive.

We in Manpower are caught in the middle. Employers accuse us -- unjustifiably in many instances -- of sending unqualified workers. Our studies indicate the problem is that during the last 10 years, employers have been raising their educational standards, yet the actual job content remains the same. I've already been prodding businessmen in this regard, and some are responding, but I may have to issue a few more blunt reminders before employers completely change their hiring standards.



We also hope employers will remove other job barriers which in some cases may be artificially created, or simply be a situation whereby some employers have not thought about the problem. My Department is encouraging employers to think about hiring women, native persons, the physically and mentally handicapped, young people, inexperienced workers, older workers, and recently-arrived immigrants.

We at Manpower are far from perfect. We have some mistakes to correct -- a few "bugs" to flush out of the system -- but we're trying. With co-operation from those we're trying to serve -- both employers and employees -- we can achieve a labour market service that is second to none.

Thank you.





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APRIL 18, 1975.

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NOTES FOR AN ADDRESS

BY THE

HONOURABLE ROBERT ANDRAS

MINISTER OF MANPOWER AND IMMIGRATION

MEMBER OF PARLIAMENT - PORT ARTHUR

TO THE

ONTARIO LUMBER MANUFACTURERS' ASSOCIATION

TORONTO, ONTARIO

APRIL 18, 1975

Ladies and Gentlemen:

I wish to thank you for your very kind invitation to meet with you on this occasion of your annual meeting. I am very pleased to be here to talk with you about matters that are of concern to you as representatives of an important industry, and to me as Minister of the Department of Manpower and Immigration in the Federal Government.

Our meeting this evening is, in a way, symbolic of a relationship between government and industry that has been growing closer for a number of years and must, I think, grow still closer, in understanding and co-operation, if acceptable solutions are to be found to manpower issues. One of these "issues" is the work environment and that is what I would like to talk to you about today.

I am sure that each time an industrialist hears the word environment, his first reaction is to ask for the latest pollution count. But when you hear the work environment today, the first thing I want you to think of are your workers. For just as industrial waste will destroy our national environment, a poor industrial environment will damage the most precious resources we have - our human resources.

Perhaps at this point I should state what I mean by the work environment. In the context in which I am speaking here today, it includes all those factors associated with work and the work place which affect the economic and social well being of the workers and which may

have a direct bearing on the success or failure of an enterprise. I refer to such things as wages, working conditions, barriers to employment or advancement within an enterprise, managerial and supervisory practices and safety and health factors. I will discuss their effects on the labour force in more detail later but first I want to offer some general observations.

The factors I have just mentioned in my definition of the work environment, are essentially matters over which the Provinces have legislative responsibility. But so great is the impact of such factors upon the attraction and retention of the work force for an individual company or employer, my Department's policies and programs, and our general mandate in the Manpower and Immigration field, that it is important for me to discuss them with you.

At a time of relatively high unemployment, it is disheartening to hear industry complain of its inability to attract and retain manpower. At the same time, it is hard for some of us to believe that in just forty years, we have gone from a Depression when people begged to work for next to nothing to a time when people are concerned about job satisfaction. As many employers have tended to lay the blame for this at my Department's doorstep, we looked at this situation very carefully and critically. Not to our surprise, we found that the unfilled jobs are mostly in those industries which are characterized by any one or more of such factors as low wages, poor working conditions, remote location, few social or recreational amenities, poor supervisory practices or an absence of decent living accommodation. In rural or isolated areas, even when



these industries are able to attract some workers, they frequently suffer from the companion problem of high turnover. This, as you realize, is costly and it has an effect on the underlying and perhaps deep-rooted problems related to the work environment.

The problems of attracting and retaining workers are not new to you. I know because my Department has worked well with some of you and with employers in other Provinces to eliminate conditions which were hurting the forest industry and its employees. For example, in a study last year of unemployment in the B.C. forest industries, senior Industrial Relations personnel generally agreed that the industry must do more to attract and retain workers. As a result, several small experiments in job rotation and job enrichment are being tried. They are also considering training three workers for every two jobs so that functions are covered at all times. And, in the Atlantic Provinces, we have had great success working with employers whose ability to recruit had been seriously hampered by the industry's poor image.

Nevertheless, I am the first to admit there are conditions about which we can do nothing. The location of the 49th Parallel is not much help to any of us but for some of you it means that you are just far enough north to get winter twice a year. It also means, however, that you are more likely to improve your working conditions while employers more favourably suited may not try as hard. Maybe that's why Ottawa is so dead on the week-end - all the action is probably up in Tuktoyaktuk.

I am not so naive, nor would I be so presumptuous, to imagine that all the factors related to attracting and retaining workers can be corrected by any one simple mechanism such as raising wages. Moreover, I do realize that industry has got to make a profit or its operations may cease and its employees will be out on the streets. We do not wish to entertain either of these situations.

But industry's inability to retain employees is perhaps one of the most annoying and costly factors of doing business. Yet it is this cost which so few are doing anything to minimize or eradicate. Sure, some turnover is normal and, in some instances, healthy for a business, but excessive employee turnover can be catastrophic. Many of you here today have counted the cost and know what I am talking about. If there are any of you who have not yet done so, I recommend the exercise. It can be revealing.

I know of many firms which have an excellent work environment but which are still having employee retention problems. But, as they will attest, their improvement of the work environment has reduced the level of this turnover and the problem is diminishing with time. As one example, flexible hours were introduced on a trial basis in a life insurance company in Quebec. Close to 97% of total employees were in favour or very much in favour of this system. The company's turnover rate dropped by 22%. The average for sick-leave went down from about 7 days in 1972 to just over  $4\frac{1}{2}$  days in 1973. Over the same period, leave for personal reasons dropped to 101 days from 313 days and overtime

decreased by 34%. Firms such as this one, which have learned the importance of an improved environment, have succeeded in cutting costs - especially those associated with the image of a poor employer.

Those employers who have done nothing to improve their work environment have failed to look at the kind of work force Canada has. First of all, it is large -- with numbers approaching the 10 million mark. And it is young. Half of the work force is under the age of 35 and about one-half of those workers are under the age of 25.

By and large, it is a trained work force capable of meeting successfully the demands made upon it by new technology through the creation of new methods and techniques of its own. It is a relatively stable, efficient, and responsible work force, and an increasingly large segment of it tends to look at the work environment very objectively with a slant towards the social aspects and implications of that environment.

A significant number of those who comprise this segment are the graduates of the educational and training systems we have created in the past 15 years. They reflect the education and training we have insisted they should have. They have a keen perception of themselves as individuals. Their view of their relationship to the industrial system, and to the work environment in particular, is more critical than that of any previous generation. They are more conscious of their importance in the industrial system and less inclined to tolerate whatever runs counter to their convictions.

You will appreciate that, as this segment of the work force grows, so will the influence of its attitude toward the work environment. Therefore, it seems to me we should deal with the effect that education and training are having on the work force. We must accept that the creation of an improved work environment is a major factor in ensuring an adequate supply of suitable workers for an employer.

Each year our young people pour out of our learning institutions to join the work force. They are informed, trained, eager, enthusiastic and full of high expectations. In whatever occupation they choose, they are prepared to work hard to achieve their objectives. But if any of them should find themselves in a work environment which has some or all of the elements I have mentioned, then you may be sure that they will either fight it or leave it. You can also be sure that that industry will have a continuing manpower problem. Clearly, the time has come for us to assess the work environment more constructively than we have perhaps ever done before. For by helping workers realize their aspirations, industry in turn will achieve its own goals.

People are responsible for progress - technology is not. If you work on that assumption, then Canada Manpower can be of some real assistance to you. We exist to do more than just pour available bodies into your empty jobs. If you give us job vacancies with competitive wages, safe and pleasant surroundings and fair supervision, then we can send you workers who will be a benefit rather than a cost to your business.

But you will have to involve us in your manpower planning from the very beginning. Don't tell us what you need when it's too late. Give us a head start so that we can shop around for you. We can contact any one of about 400 Canada Manpower Centres across the country to find the right person. If we know what skills your plant will be needing in the next few months, then we may be able to interest some of our clients in going back to school to train for your jobs. Or, if you prefer, we could even set up an industrial training program right on your premises.

We cannot give you the right people, though, if you are not honest about who you want. Don't say you want someone with five years experience if an enthusiastic graduate from a technical school could do the job just as well. Don't assume that a woman can't work a fork-lift - let her show you what she can do. Don't ignore the handicapped when some types of work are tailor-made for them. And don't complain about the high expectations of workers when your equally high expectations may be cutting you off from a good supply of labour.

Now that I've told you what you should be doing, I think you have a right to know what Canada Manpower has done.

Working with the Provinces, we have made great improvements in agricultural working conditions. Living accommodation is now inspected by Provincial health officials. The Federal Government will provide 50% of the funds for building suitable housing for domestic and foreign workers. And since agriculture is not protected by minimum

wage laws, our Canada Farm Labour Pools and the Canada Manpower Centres work together to ensure that wages are equivalent to local rates or the Provincial minimum wage -- whichever is higher. There are also Local Agricultural Manpower Boards which establish standards for general working conditions.

We also have a Canada Manpower Adjustment Program which brings employers and workers together to solve the problems of job displacement. Through technical advice and financial incentives from my Department, management and labour work jointly on research and planning for manpower adjustment.

Perhaps the most telling example of our fight against poor working conditions is what we have done for our own employees. When I became Minister of Manpower and Immigration in 1972, there were -- as there are with any new job -- a multitude of problems. In fact, I sometimes wished that being Minister were just a summer job. The surprising thing was that some of the biggest problems were within the Department itself. Staff morale -- especially in our Canada Manpower Centres -- was at a low ebb. We were asking them to deliver a whole variety of new programs without giving them adequate training or without increasing the staff in relation to the new workload. The success of the programs depended on the field staff but we jealously guarded most of the authority in National Headquarters.

So we introduced our Organization Change and Renewal Program. Now we have a system that allows any employee to write to an official at the Assistant Deputy Minister level whose job it is to take action



on requests, investigate complaints and consider proposals. A good many of these are discussed at the Renewal workshops conducted for our employees all across Canada. We, in turn, have actively solicited staff views and incorporated them in policy papers. And we have decentralized our activities and delegated more authority to the field.

Ladies and gentlemen, in my few minutes with you today, I have touched upon only a few of the manpower issues which concern us all. And I was speaking not only to you, but to all employers whose businesses depend on good manpower to survive and grow. I have no doubt that some of you are familiar with the issues I have raised. In fact, many have already faced the challenge squarely and are doing something to improve the working environment, while others have simply been postponing action. Let me assure you that, if you do want to make some changes for the better, my Department is anxious to help. It won't do everything for you but, after all, let us not forget whose industries these are -- they are yours, not the Government's.





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NOTES FOR AN ADDRESS

BY THE

HONOURABLE ROBERT ANDRAS

MINISTER OF MANPOWER AND IMMIGRATION

MEMBER OF PARLIAMENT - PORT ARTHUR

TO THE

ATLANTIC PROVINCES ECONOMIC COUNCIL

HALIFAX, NOVA SCOTIA

JUNE 27, 1975



I have a double reason for being pleased that you asked me to speak to you today. In the first place, it gives me a chance personally to participate in this valuable initiative taken by APEC to hold a seminar to examine immigration and population policy issues in the light of the needs and aspirations of the Atlantic Provinces. It was to just this sort of gathering that I looked forward when the Government published the Green Paper last February. I was therefore most gratified that APEC decided, not only to request the support of my Department in organizing this seminar, but also asked me to share with you my own thoughts about the exciting - and arduous - search for a new foundation for Canada's immigration policies in the framework of a broader national population policy. Secondly, the opportunity to address you at this time seems to me particularly timely. It comes at a moment when the national discussion of the problems examined by the Green Paper has developed to a point where it is possible to make a preliminary assessment of this process, and to comment on some of the questions which seem to have particularly preoccupied Canadians during the debate thus far.

The very useful Newsletter circulated by your Executive prior to this seminar addresses itself seriously and cogently to the Green Paper - treating it, as it was intended, as a discussion document. The Newsletter examines the question of immigration to Canada in the context of an evolving population policy from the standpoint of the concerns,

both social and economic, of the Maritime Provinces. It puts a number of explicit recommendations to this seminar for its consideration. I look forward with keen interest to the report which you will be producing.

Because APEC did us the honour of thoroughly analysing the Green Paper, let me respond in kind to some of your observations. I would like first to discuss an issue that is of particular concern to the Maritimes and one which was discussed in both the Green Paper and your Newsletter. I am referring to the complex relationship between internal and external migration patterns within a province.

We know that the greater number of internal migrants over the flow of immigrants suggests that immigrants have been considerably less important in the context of longer-term regional population imbalances in the Maritime Provinces. In your Newsletter you cited 1965-68 data from Professor Courchene's study that showed an above-average level of out-migration from the Atlantic Provinces to Central Canada. Figures that we have based on Statistics Canada estimates, show that with the exception of Newfoundland, the Maritimes are holding their own in terms of net migration of population. In fact, New Brunswick and P.E.I. have shown annually net in-migration for the period 1970-74. While Nova Scotia has, with the exception of 1973 shown a continuing flow to other parts of Canada, the magnitude of this net loss has been substantially reduced.

Of equal concern to you is making the Atlantic Region attractive to foreign immigrants. APEC suggested that Atlantic Canada might very well benefit from an expanded population, capable of creating an increased

demand and helping to attract industry. You suggested that, while the concept of economies of scale may not apply nationally as an argument for increased immigration, it could be applicable in specific regions like the Atlantic.

The fact that two Atlantic Provinces are now among the net gainers from migration, primarily due to internal migration, may be the first step toward reaping the benefits of such increases. While there is no denying that the urban centres with the greatest attraction for immigrants have been Toronto, Montreal and Vancouver, other factors may combine to attract the immigrant to the cities of the Atlantic Provinces. Notwithstanding the current national recession, the economy of the Atlantic Region has improved markedly over the last few years. The mayor of Saint John, N.B. says his city is in the midst of boom times. An article not long ago referred to Amherst, N.S. in the same terms. And Mr. Regan, in a speech to the Association of Consulting Engineers of Canada in early June, said that economic development was "well underway" and that his Province's diversified economy helps it to withstand recession better than other parts of the country. There is no doubt that the regional incentives, for which my colleague Don Jamieson is responsible, have been primary contributing factors in this general economic improvement. The new General Development Agreements he has recently signed with each Province will open up even more opportunities. It may not be long before cities like Halifax and Saint John will begin attracting more immigrants because of Federal policies like DREE.

At the same time, such immigration can trigger many of the negative phenomena tied to rapid urbanization. Many groups, including the Canadian



Federation of Mayors and Municipalities, have been sensitive to trends of urbanization. Atlantic mayors, in particular, expressed their concern at the recent annual convention. I suspect they reflect the views of most of the citizens they represent. The Maritimes has a long history of rural life that is defended by Maritimers and appreciated by the rest of Canada. The constant problem is the balance between larger populations and urban sprawl. It is a danger of which we are all well aware.

It is widely and often grudgingly conceded that urbanization is inevitable but I would challenge anyone who said that the growth of cities to the size of Toronto is either inevitable or essential. When you talk about demography as we are now, you're talking about space - the size, density and distribution of population. But primary among those spatial considerations is that of distribution. Is it essential that a certain number of people be concentrated in one area or can they - with the help of good transportation and effective land use - be spread out over several locations? This is the kind of question that is behind my search for a population policy for Canada.

It is through Federal-Provincial discussions that I hope to come to some kind of understanding of the needs of each Province. After determining the various Provincial preferences, then these can be refined and a national consensus elaborated. This morning I had a very valuable meeting with this Province's Minister of Social Services, the Honourable Harold Huskisson on the subject of a population policy for Canada. And in May, Federal officials met with Provincial officials to prepare for

similar meetings with the Premiers of the other Atlantic Provinces. This consultation process is being supported by a Federal Demographic Policy Steering Group composed of Deputy Ministers under my direction. Supporting this Group is a Policy Secretariat which meets with the Provinces and the public.

So these are some of the demographic concerns and initiatives with which the Federal Government is involved in the Maritimes. Let me now get on to the fundamental economic concern that was discussed in the Newsletter and which forms the basis of your central recommendation -- Recommendation Seven. APEC supports gearing the immigration policy more intensively to meet the economic and labour market objectives of the Maritimes. Perhaps I might begin by commenting on your demand for a "detailed evaluation of labour markets" and a "flexible system for revaluing the weight of all occupations and intended destinations." You may not be fully aware of what my Department is doing now in this field.

The "employability of the immigrant", as you have called it, is assessed by two methods. The statistical method calculates points to be awarded for the intended occupation of the prospective immigrant. The occupational demand ratings are now based on a Job Vacancy Survey conducted and updated monthly by Statistics Canada. With your concern for flexibility, I am happy to be able to reassure you that the occupational demand ratings do fluctuate in accordance with changing labour market conditions. Furthermore, work is now underway to introduce a forecast element into the ratings.

The second method of assessing employability is the actual fact of



having arranged employment or having a skill which is in a designated occupation. As you may know, Federal-Provincial Manpower Needs Committees have been established in all the Provinces and Territories. These bodies are becoming increasingly involved in consideration of the labour force aspects of immigration. For example, they are consulted on the designation of occupations in short supply. These designated occupations were introduced into Immigration Regulations in February 1974 as a means of "regionalizing" our links with the labour market. Assessing employability either by arranged employment or designated occupation has, since last year, taken on increased importance because applicants who have neither of these employment prospects lose 10 points. So you see the mechanisms are there for us to be responsive to changing labour market needs.

These are only some of the things I know you will be discussing in your panel groups this afternoon and which you will clarify in your final report. Needless to say I look forward to receiving that report.

Clearly it would be wrong for me to attempt to anticipate the results of your deliberations. But as the responsible Federal Minister, I think you would expect me to discuss the fundamental goals the Government had in launching a comprehensive review of immigration policy, and the reasons why we chose to proceed by way of open discussion on a nation-wide basis as a prelude to new legislation.

Let me start by posing the basic question - "Why does Canada require a new immigration policy and a new Immigration Act?" As you know, Canada's present legislation was adopted by Parliament in 1952, 23 years

ago. That Act of 1952 is essentially a revision of legislation dating back to the turn of the century. Its structure and many of its details betray attitudes springing from the circumstances and perceptions of a bygone era. Some of the sections of the present Act are blatantly archaic. One example will suffice to show just how old-fashioned present legislation is. Section 57 gives the Government power to prohibit the admission of persons by reason of nationality, citizenship, ethnic group, occupation, class, or geographic area of origin. That section goes on to extend this power to the refusal of people because they have (and I quote) "peculiar customs, habits, modes of life, or methods of holding property". These are curious provisions indeed, and needless to say the Government does not take advantage of them. But obviously out-moded provisions like these - and Section 57 is by no means an isolated example - scarcely furnish a satisfactory statutory basis for administering the type of modern, non-discriminatory policy to which the Government is committed, and which I believe the vast majority of Canadians endorse.

It is not only because many of its details are old-fashioned that the present legislation needs to be replaced by a new Act. The 1952 Act spells out in great detail the why's and wherefor's of keeping people out of Canada - and little else. It provides no clue as to the basic objectives and purposes that immigration to Canada should reflect and serve. When I took over my present portfolio and looked, as my predecessors had done before me, at various proposals for legislative revision, I became convinced that what was needed was far more than a mere updating and streamlining of procedures. I concluded that a more profound review of the positive purposes immigration policy should serve for the longer term

was called for. And I also reached the conclusion that such a review demanded an approach that broke through the narrow confines in which immigration had traditionally been discussed. By this I mean that I concluded that the time had come for immigration policy to be firmly situated as a component element within a national demographic or population policy.

Now, having made that assessment, the choice I and the Government had to make two years ago boiled down to this:

- we could have introduced a new Bill forthwith to tidy up the more obvious shortcomings in the 1952 Act.

In many ways this option appeared to offer the simpler and less controversial course. But had we taken it we would have acted in the knowledge that whatever measures were adopted might very shortly prove inadequate to future challenges. And a charge that the Government had adopted a superficial approach in the interests of expediency would have been legitimate.

- Or we could undertake a searching examination of where Canada as a nation wished to go in terms of its demographic growth, distribution and structure; we could ask Canadians to think together about their population future and to study the proper contribution of immigration to that future.

We fully appreciated that this second course would inevitably involve a more prolonged effort. We recognized that this approach demanded the input of various levels of government, and that it would entail an animated and often heated public debate.

Although it promised no quick or easy answers, the Government chose the second course. I am quite sure that decision was right. The issues at stake in formulating new immigration policy in the framework of an overall population policy are simply too complicated and too vital to the future well-being of this nation for us to be content with anything short of a thorough and courageous airing of all the considerations involved.

The Special Joint Committee of the Commons and Senate, established to sound public opinion across the country, will be submitting its report to Parliament in the fall. I think we must all admire the perseverance of that Committee in discharging a heavy responsibility under conditions which at times have been trying to say the least. Travelling from coast to coast as the Committee has been doing - it was here in Halifax for the last two days - and receiving submissions on an issue that often generates strong emotions is a wearing experience. In some centres the Committee's work has been disrupted by the rowdy antics of extremists. The mindless demonstrations of tiny groups which try to howl down democratic debate are as contemptible as they are ineffective. Although unfortunately hooliganism catches headlines, I have been assured by the Co-Chairman of the Committee that they have received many thoughtful presentations in all the regions they have visited. It will be the views of those who have squarely addressed themselves to the real issues that will count. I trust the Committee's report will reflect these, and that report, together with the submissions from groups such as yours, will provide valuable material when we turn to shaping future policy.

I would like now to turn to the Government's position on the Green



Paper. Perhaps simply because the experience of inviting Canadians to examine our program and think about population choices is so new, there have been misunderstandings about it. I should like to speak very frankly about the three criticisms I have heard more than once since the Green Paper was published:

- The first is that the Government has really made up its mind already about what it wants to do, and that therefore there is little point in public discussion;
- The second is that the Green Paper hints at the introduction of discriminatory racial policies;
- The third is that the Government, in the Green Paper, makes the immigrant the scapegoat for economic and social problems

I find it hard to understand why anyone in good faith could level the reproach that the Federal Government was lacking in sincerity in our express commitment to a process of policy formation based on the fullest possible consultations with other levels of government on the one hand, and with members of the public on the other. As I said earlier, a far less onerous method would have been to forego consultation and proceed directly to legislation. Apart from anything else, that approach would have spared me personally, and my Department, a good many of the ill-founded attacks and outright abuse that have been levelled at us by people who have not even bothered to read what the Green Paper actually says. But I remain convinced that on subjects like these, that touch the vital interests of this country at every point, the responsible course is one that passes by way of broad public examination of the

issues to final decisions by the Government on future policy. Indeed, insofar as consultations with provincial governments are concerned, it would be constitutionally unthinkable for the Federal Government to contemplate, without seeking the province's views, far-reaching moves in the field of immigration and demographic policy which engage provincial jurisdictions. So it is frankly nonsense to claim, as some have done, that Ottawa has a ready-made policy up its sleeve and that we are only going through the motions of consultation.

Yet there is one sense in which I am quite prepared to state that the Government has made up its mind about future action. I and my colleagues in the Federal Government are entirely committed to a number of fundamental principles, or assumptions if you like. As I emphasized in Parliament last February, four such key assumptions governed the drafting of the Green Paper. They were:

- that Canada's immigration policy be non-discriminatory;
- that the family unit be respected. Of course, the problem remains of the definition by new policy of the precise extent of those family relationships which selection rules should take into account;
- that compassion toward refugees remains a key element in immigration policy.

And if I may digress for a moment, Mr. Chairman, I would like to clear up some misconceptions about our most recent refugee movement -- the baseless allegation that we are quicker to respond to those fleeing Communist take-overs in Vietnam and Cambodia than to those Chileans who stayed behind after their Marxist government was overthrown. I want to stress here that Canada's response to both situations was not motivated by political considerations. Our only motivation was to alleviate human distress. Neither situation was the same. The Vietnamese and Cambodians had fled their homelands in the

wake of violent war. The Chileans did not face that kind of upheaval following the internal coup. Family reunification with relatives already in Canada was a major factor with the Vietnamese, but a minimal factor in the Chilean situation. In terms of numbers, Canada has admitted twice as many Chileans as any other single nation, including Communist and socialist countries, and is second only to the United States in accepting refugees from Southeast Asia. And so, ladies and gentlemen, while there may be concern about the occasional undesirable refugee admitted, most Canadians are proud of our humanitarian approach and want it upheld; and now to the fourth key assumption

- that the selection of immigrants must operate in close harmony with other areas of major economic and social policy. Beyond that the Government has indeed decided there is a requirement to develop a national consensus regarding a population policy covering the usual demographic factors. This policy will be under discussion for the next couple of years.

So if convictions about the matters I just mentioned are what our critics mean when they say the Government has made up its mind, I am quite ready to plead guilty. But then I believe that most thinking Canadians are in favour of these broad principles. What we need to discuss is just how these principles should be translated into concrete policies.

In answering the allegation that the Government has already made up its mind, I think I have said enough to dismiss the preposterous charge that the Green Paper is a racist document. The most charitable thing one can say about people who make such statements is that they have not read the Paper - and that is a pretty lame excuse. Those who indulge in such totally unfounded and irresponsible allegations should realize that they are themselves a source of the racial antagonisms they claim to be combatting.



A third criticism is that the Government has launched a debate on immigration at this time in order to divert attention from economic problems such as inflation and unemployment, and that by so doing we are making the immigrant a scapegoat. This is pretty silly. It suggests that there must be some ideal moment when Canadians are able to face difficult issues, and that unless all the economic indicators are propitious, they cannot be trusted to discuss future immigration and population policies rationally. I submit that the right time to do the right thing is now. Far from treating the immigrant as a scapegoat, the Green Paper puts the immigrant where he or she belongs: squarely as a member of Canada's future population. A central thesis of the Green Paper is that immigration policy cannot be isolated from all those other policies affecting the welfare of the Canadian people, and that in future it must be more explicitly integrated than heretofore with national, provincial and municipal actions which should work together towards explicit population objectives.

So to conclude, Mr. Chairman, I remain confident - confident that this national debate will forge a deeper consciousness on the part of Canadians of the purposes immigration to Canada should serve, what principles should guide our future selection policies, and how immigration can best make a contribution to the economic and social development of our country and its various regions. Encouraged by the collaboration of responsible groups such as APEC, I look forward to the next step in this exciting process which will come when the Government submits for Parliament's consideration proposals for a new foundation to Canada's immigration policy in the form of new legislation.

Thank you.





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CHECK AGAINST DELIVERY

Notes for a Speech

by the

Honourable Robert Andras,

Minister of Manpower and Immigration

Member of Parliament - Port Arthur

in the

House of Commons

(Budget debate)

Friday July 4, 1975.

Mr. Speaker

As Minister of Manpower and Immigration, I am pleased to participate in this debate, in order to inform the House more fully on the major role the budget allocates to Manpower programs in order to reduce unemployment.

Over the past year and a half Canada has experienced, in common with the rest of the western industrialized world, the simultaneous problems of inflation, a decline in our industrial production, and a very sharp increase in our unemployment rates.

Triggered in part by problems stemming from the international adjustments made necessary by the sharp increases in petroleum prices, many countries have experienced declines in imports and exports, in output, and in employment. Many of the underlying problems are very particular and transitory. Others are more fundamental and represent longer-term challenges which we must meet.

Against that world-wide background, and the extremely sharp decline in the economy of our major trading partner, the United States, Canada has done and continues to do exceptionally well. We cannot and should not insulate ourselves from the world, but it is clear that we have so far succeeded in coping with our externally caused problems in a manner that has been relatively effective.

I need hardly remind you that our seasonally adjusted unemployment rate, although extremely high, is more than two full percentage points lower than that of the United States. The softening in the real growth of our economy has been much less than that in the United States: the benefits of the Government's

monetary, fiscal and manpower policies have shown up very clearly.

We can take some comfort from our record so far but there is clearly no room for complacency. Largely due to export softening, the first quarter of this year showed a decline of 1.4 per cent in real Gross National Product and as a consequence our unemployment rate rose. Although American commentators have begun to discern the early signs of recovery, it may be some time before increased economic activity there and in other countries is translated into increased Canadian exports.

I must also warn that the turnaround in our distressingly high unemployment rates will lag behind the economic upturn, as many firms will have ample productive capacity with their existing staff to expand output in the short run, without expanding their labour force. Such firms will not wish to expand their labour force until convinced that the economic upturn will lead to sustained economic growth. Also we know that in a recession such as we are now experiencing, many employers shed their least productive workers and this means that after the upturn, we shall inevitably be left with a larger than usual body of unemployed persons with special employment handicaps.

As the Organization for Economic Co-operation and Development has recently noted, these are precisely the circumstances in which selective manpower programs can make a major contribution. Direct job creation, training, placement, and mobility programs are a rapid and effective way of reducing unemployment levels without adding to particular demand pressures which might increase inflation, and they are effective in coping with the type of structural unemployment which will linger on after the upturn begins.



Canada has for some years been one of the leading countries in the OECD so far as the utilization of manpower programs to combat unemployment is concerned. That, I believe, is one of the several reasons why we have been able to cope rather better than some other countries with the difficult economic circumstances with which the world is faced.

Manpower programs are vital and important components of the effective management of a modern economy. Manpower programs have the triple virtue of immediately taking people off the unemployment rolls, of producing needed skills, and of better preparing our labour force for the upturn when their new skills will be needed.

It is for these reasons that the Minister of Finance and the government have assigned a prominent role in the budget to a strengthened manpower strategy for the next two years.

The House is aware of the efforts we have been making over the past several years to overhaul our manpower programs and services to more effectively serve Canadians. This year, aside from the special measures covered by the budget, our Manpower Program has been authorized to spend over \$700 million which includes:

\$100 million for our Canada Manpower Centres staffed by 6,800 dedicated men and women;

\$480 million for manpower training which will provide full-time occupational training for 265,000 Canadians, with a measured benefit/cost return of \$6 for every dollar invested;

\$10 million for manpower mobility;

\$4.5 million for special agricultural manpower programs;

over \$60 million for OFY and the carry-over costs of the 1974-75 LIP;  
\$20 million for special programs for disadvantaged workers.

In addition to these manpower services, we are achieving improved co-ordination of manpower activities with federal and provincial economic and social strategies.

A few months ago I announced the introduction of the developmental phase of a Community Employment Strategy which, although designed primarily for Canadians with chronic employment problems, will, I think, point the way to our general manpower strategies of the future. We expect to have about 25 projects under way soon across Canada covering selected metro, rural and frontier areas and, in the case of Saskatchewan, covering the target population in the entire province. As you know, the primary thrust of the Community Employment Strategy is a concerted attack, at the community level, on the problems of those Canadians who have continuing difficulty in getting and keeping jobs, regardless of the state of the community. In addition to a more rational application of all existing programs and resources, including federal and provincial, public and private, these joint efforts will produce an employment strategy around which we shall build the additional training and job creation which may be required to meet the special needs of the local labour market. We are authorized, on the federal side, to spend up to \$50 million on the Community Employment Strategy over the next three years, in addition to the very substantial resources we are already applying in these communities.

So it is on this base that we are building our additional manpower efforts over the next two years, for this special effort, for which \$450 million is allotted we examined many program possibilities including both old and new programs of Canada and a number of other countries. We wanted programs which would not be inflationary, could start quickly, provide maximum job return per dollar, and be capable of phasing down as unemployment recedes.



Although a number of countries have special anti-cyclical employment programs, we were unable to find any which met our needs. In some cases the programs generate little real incremental activity, others are too costly; others are too slow to start and stop, or require a degree of control of the labour market and economy which are unacceptable in Canada. We decided, therefore, that the programs which best meet our needs at this particular time are those already developed in Canada.

For these reasons we chose a new, restructured Local Initiatives Program, the Federal Labour Intensive Program, Manpower Training, a package of special programs for students next summer, including the Opportunities for Youth Program, and a small but significant improvement in our job-matching and mobility activities. With these programs we expect to create 550,000 man-months of direct employment, train an additional 85,000 workers and provide special job-finding services to countless thousands of others.

I would like to say a few words about each of these special measures.

We shall spend an extra \$70 million on occupational training over the next two years, much of it in contracts with Canadian employers to hire and train unemployed workers to prepare for the wave of new growth which is on the way as well as to meet existing skill shortages.

Occupational training is the federal government's major tool to adapt labour supply to demand, and it is an increasingly effective one. There is great merit in using the idle time of unemployed workers to provide them with new or additional skills. Benefit/cost analysis of our training programs reveals an economic return of \$6 for every dollar invested. The real cost of training is diminished when the workers are unemployed and must receive income maintenance from some source anyway. The earnings and employment record of our trainees improve substantially after training, even in areas of traditionally high unemployment.

With our provincial partners we now have sophisticated new instruments to match training to labour market needs, and the quality of the training itself is improving steadily, due in part to a special training improvement fund of \$5 million per year devoted solely to experimental and developmental advances in training methodology.

I am pleased, too, that our institutional training program is more and more balanced by and integrated with a sound in-plant industrial training program which has been steadily built up from \$6.4 million in 1970-71 to \$36.7 million in 1975-76.

Our special program will add \$70 million over two years to our training budgets, with at least half going to industrial training. These funds will be devoted to training the unemployed, and will be distributed across Canada in accordance with the real needs.

The largest proportion of our special budget will be devoted to a new Local Initiatives Program which, over the next two winters, will be allotted \$285 million - \$150 million of which will be for this coming winter and the remaining \$135 million for the following winter.

While this Program is well known to all Members of this House, I want to point out to you some very important changes we will make in our continuing efforts to respond to the needs of communities, groups and individuals. First, and most important, we have adjusted the criteria of the program to facilitate its use by municipal governments to find innovative local projects to create new short-term jobs. The maximum funding level of projects sponsored by municipalities has been increased to \$150,000 while the maximum for other projects will be \$100,000. Coupled with the increased overall funding of L.I.P. for the next two years, as well as the increased lead time for planning provided by our early announcement, this should allow an increase of municipal participation.

I wish to emphasize, as well, that we are inviting private employers to sponsor projects. Such projects must meet program criteria, be of community benefit and not add to the company's production of profit. We believe that, with adequate time for planning and preparation, the initiative and expertise of the business community can make a major contribution to community betterment.

We are continuing the use of local advisory groups, organized on a constituency basis, to help us determine the community's priorities. These have been very useful in making L.I.P. more and more relevant to the needs of Canadians. I strongly urge Members of Parliament to co-operate in setting up such bodies in every constituency although I shall not insist if the Member is opposed.

In areas covered by Community Employment Strategy projects, the development and prioritization of L.I.P. proposals will be integrated with the Community Employment Strategy mechanisms. This is an important first step in demonstrating the federal government's commitment to the Community Employment Strategy concept.

As usual, workers in L.I.P. projects will be referred to projects by Canada Manpower Centres. However, I am directing our staff to take special care to ensure that only unemployed workers with little prospect of employment are referred and that workers who have worked on previous LIP projects be given lowest priority in referral.

Finally, we expect a much earlier start of projects than ever before. Projects may begin as early as November 1, and the final date for applications is September 12.

These steps illustrate how we have been constantly refining and improving this program.

Some Members of this House are aware of the level of international interest that has been shown in our direct job creation programs, including the Local Initiatives Program. We have had inquiries from around the world and visits from members of the House of Representatives in Washington, the Manpower Commission in Great Britain, the governments of Mexico and Japan. Australia has already begun a program based on the Local Initiatives model.

In a recent paper prepared by the United Church of Canada, in response to the working paper on Social Security, it states that "the experience of this country during the years of LIP has overwhelmingly affirmed that people will choose work at low wages ahead of social assistance. People want to work. They want to contribute in meaningful ways to their society. How else can we explain the popularity and success of LIP where remuneration to the head of the family has been frequently less than that available on welfare?".

In fact, since 1971 we have received 54,171 applications and have funded 19,082 projects creating many thousands of jobs of great benefit to communities and to individuals.

The initiative and imagination of project sponsors make the Local Initiatives Program a success. Community groups and political leaders have come together to deal with specific community needs. New services have been started enhancing the quality of life for many Canadians. In an evaluation study of the program, half the projects surveyed were found to provide products and services for which no alternative existed in the communities involved. In fact, between 70 and 90% of the projects were doing work that would not have been done without LIP.

Perhaps the strongest indication of community support of LIP was the finding in the study that 62% of the projects were part of the activities of a larger organization and that 38% were receiving additional funds from other sources. Such support provides a tangible expression of the willingness of communities to become involved in LIP projects. In times of changing expectations amongst workers, and as there is a growing demand for some sense of satisfaction from employment, it is valuable to note that researchers found that 87% of the employees surveyed in a study were satisfied with the feeling of accomplishment given them by their LIP experience.

What is unique about LIP is undoubtedly the very marked departure from traditional public works approaches to the absorption of surplus labour which are not only extremely costly in terms of each man-month of work created, but are inflationary and require substantial lead time and infra-structure to mount. The range of types of LIP projects approved, including construction, information, social and health services, sports and recreation, improvement



to lands and parks, research and cultural endeavours have provided a range of employment opportunities far wider than any other type of job creation program. This could only have been achieved by inviting the participation of those most directly affected by unemployment -- the unemployed themselves.

In the words of Robert Moses: "This is a program which gets the oats to the sparrows without going through the horse."

The Federal Labour Intensive Program is co-ordinated by the Treasury Board and consists of special labour-intensive projects operated by federal departments and agencies. It uses the management and administrative structures of the departments while hiring extra labour from among the unemployed.

I mentioned that the government has also approved funding for the 1976 Student Summer Employment and Activities Program, including the Opportunities for Youth Program. The mix of the 1976 program will be developed by an interdepartmental committee led by my department, but undoubtedly the largest component will be the Opportunities for Youth Program which has the same general characteristics and has enjoyed the same success as LIP.

The final component of our special program for the next two years is a \$10 million strengthening of our job-matching and mobility activities.

In a period of relatively high unemployment, it is essential that everything possible be done to improve the speed and effectiveness with which job-matching is carried out. Information about available jobs must be conveyed rapidly to unemployed workers, and details about unemployed

workers must be passed quickly to potential employers. Efforts must be intensified to help workers move from high unemployment areas to areas where there are jobs.

We are determined that every effort should be made through improved job-matching to take advantage of available jobs. Only when it is clear that jobs are not available will we move to provide manpower training or to create jobs. Although the funds to be spent on intensified job-matching are modest when compared with the funds to be devoted to manpower training and job creation, these funds form an extremely important part of the government's overall employment strategy. The following measures are now being introduced and we believe they will have a major impact on the unemployment problem over the next year or so.

To increase the effectiveness of the exchange of information between employers and workers, Canada Manpower Centres will supplement existing techniques by publishing newsletters at regular intervals -- one containing details of available jobs, another outlining the experience and qualifications of available workers. These newsletters will be distributed widely to employers, unions, welfare offices, community newspapers, etc.

In addition, CMC staff will participate with individual employers in intensive cross-Canada recruiting campaigns. Staff assigned to this program will identify, in co-operation with the employers, areas of "shortage occupations" in key industries. When "shortage occupations" are identified, staff assigned to the program will prepare appropriate advertisements and liaise with their counterparts and the Unemployment Insurance Commission in each of the provinces and the territories to identify pockets of skilled unemployed workers. When these have been identified, staff will work with



employers, possibly travelling with them, in a national recruitment campaign. Workers selected may then be provided with mobility assistance through the department's Canada Manpower Mobility Program which I will be discussing in a moment.

Approximately \$200,000 will be spent on this aspect of the program for advertising, travel and telecommunications.

The Canada Manpower Mobility Program, which we had anticipated would provide grants of approximately \$10 million in 1975-1976, will be more extensively promoted to encourage workers to move to areas where there are jobs. Workers will be made aware of the financial assistance available to them if they are willing to move either temporarily or permanently to take a job. To meet the increased demand for mobility assistance, up to \$2 million in additional funds will be available.

The increased number of unemployed workers seeking jobs has substantially increased the work load of the Canada Manpower Centres. For example, in April 1975 almost 77,000 more persons registered at CMCs than in April 1974. This sharp increase in worker clients has resulted in delays in providing service and has meant that the staff of the CMCs have not been able to provide the increased service that is necessary when jobs are hard to find.

To assist in resolving this problem, Canada Manpower Centres will be hiring 150 temporary employees to help bolster the 6,800 staff who are now employed in Canada Manpower Centres. Canada Manpower Centres will have more time to market clients to employers and to seek job orders and will thus provide an improved service to both workers and employers.

Mr. Speaker, these measures by themselves will not cure unemployment over the next two years, but they will help to reduce it and to alleviate the effects on family and community income.



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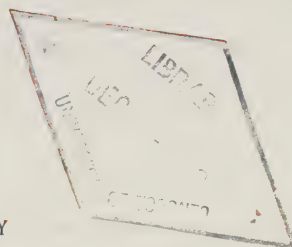
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OCTOBER 10, 1975.

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NOTES FOR A SPEECH BY

THE HONOURABLE ROBERT ANDRAS

MINISTER OF MANPOWER AND IMMIGRATION

TO

THE TRIENNIAL CONVENTION OF THE MANPOWER AND IMMIGRATION UNION

OTTAWA, ONTARIO

OCTOBER 10, 1975.

PLEASE CHECK AGAINST DELIVERY



Your third Triennial Convention comes at a time when the Department has important and controversial work ahead of it. Although your union does not represent either the Manpower Division or the Unemployment Insurance Commission, their activities cannot be isolated from the work you do in the Immigration, Administration and Strategic, Planning and Research divisions.

Directly or indirectly, each division is affected by the others. The drafting of new Immigration legislation, the development of a demographic policy and the amendments to the Unemployment Insurance Act -- these are the three big hurdles ahead of us. It's going to take the whole horse -- not just a couple of legs -- to make the jumps.

Over the summer, public interest in Immigration waned. Now, with the Special Joint Committee on Immigration preparing to submit its report at the end of October, interest is picking up again. I've certainly noticed that my name is in the paper a lot more lately. But coverage of this important exercise is essential to public understanding.

That's why I originated the Green Paper study and the public hearings which followed. As I've said so often before and as the high level of public interest has verified, immigration affects practically all facets of Canadian life.

This public debate is serving two purposes. First of all, it is helping us to develop a new Immigration policy. But it is also exposing some of the misunderstanding that Canadians have about present Immigration policy. Many of you know far better than I the extent to which the public is unaware of or misinformed about our policies. You deal with the public daily. Unfortunately, that means you are often a much-maligned group.

Just last week, Parkdale Community Legal Services presented its brief to the Special Joint Committee. It damned immigration officers and the Act they work under. I'm the first to admit that the Act has anachronisms. And I can't deny that some of our Regulations have shortcomings. After all, why else would I invite agencies like Parkdale to submit their views. I wasn't looking for a hallelujah chorus to tell me that all was well.

But I'm not convinced that our immigration officers are guilty of "rude and arrogant behaviour." Or that they are "hostile" toward foreign students. Nor are two Toronto lawyers who specialize in immigration cases. Branding the allegations in the brief as "absolute rubbish," both lawyers said they have always found the immigration officers to be "compassionate" and "very fair."

This past August, a journalist for The Globe and Mail decided to find out just what was involved in being an immigration officer. After working alongside the officers at Toronto International Airport, he wrote a series of articles on the experience.

He didn't say the officers were the fairest bunch of bureaucrats it had ever been his pleasure to watch. Nor did he suggest that all newcomers were out to milk Canada. He simply recounted some of the cases the officers handled, how they handled them, and what decisions were made.

He found that in the space of one 8-hour night shift, 16 officers had to make 322 decisions regarding entry to Canada. That's a decision-making record that almost makes Cabinet look bush league. Not surprisingly, the journalist also found that "there are limitations of some kind on every case the immigration officers have at the airport."



That reporter didn't have to be four-square for or against anyone. It was evident to him, just from watching the proceedings, that the immigration officers handled a difficult job well. I personally have a great deal of faith in their integrity. The constraints that they must work under are certainly in my mind as I prepare to read the Committee's report and consider new legislation.

This business of control at ports of entry is something I discussed recently before the Special Joint Committee. And it's an issue which your brief to them singled out as being of "the greatest importance ... and sensitivity." The heaviest burden of control and enforcement rests with ports of entry officers. Some 80% of their deportations are based on claims for non-immigrant status which are rejected.

It seems to me that in the face of this burden, we might consider using non-immigrant visas more extensively. You too suggested in your brief that the number countries from which we require visitor's visas should not be reduced.

And non-immigrants who take jobs illegally are a big thorn in our side. Our employment visa system allows employers to hire non-immigrants on a temporary basis. Our selection system for immigrants awards points for pre-arranging employment or destination to designated occupation. Both of these systems are being seriously undermined by illegal immigrants and non-immigrants who illegally take jobs.



I indicated to the Special Joint Committee that we are looking at the possibility of a distinctive social insurance card for non-immigrants. This would make it harder for them to get work illegally and easier for us to prosecute employers who knowingly hire them. In your brief, you expressed your support for this kind of identification system and I agree with your view that it is not "undemocratic." It is no more of an imposition than social insurance cards are for Canadian residents and citizens.

Controlling the activities of non-immigrants, such as keeping them out of the work force, is generally acceptable to Canadians. But we don't take as easily to controls on immigrants. We accept immigrants for residence and expect that they will be treated almost as though they were citizens.

When I discussed controls on immigrant settlement before the Special Joint Committee, it was criticized in some press editorials and by some groups -- your union and the CLC among them. I agree with the CLC that to restrict freedom of movement is undesirable. And I agree with you that incentives are preferable to coercion.

But to suggest it shouldn't even be considered as an option strikes a false note with me. You would think that somehow Canadians are above setting conditions on immigration to this country.

Anything other than a completely open-door policy on immigration means that certain conditions are set. We make it easier for relatives of Canadian residents to immigrate. We have a point system which by its very nature makes certain requirements. And it's a point system which gives priority to the needs of Canadians over those of prospective immigrants. We make sure that no Canadians are going to be put out of a job before accepting an immigrant destined for the labour force.

This is a system which the Manpower and Immigration Union endorses and one which I think most Canadians support.

I mention these things not to take sides. It's my job to raise questions during this public debate on immigration policy. That's why I was taken by surprise last week when a front-page headline declared that "Andras wants a reduction in number of Immigrants." What I did say was that immigration could be reduced when unemployment is high. But that would depend on the recommendations of the Special Joint Committee and the Government's response to those recommendations. Only then will changes be made in immigration policy.

The dispersal of population and levels of immigration are part of the larger demographic picture being examined right now. In the past few months, I've been travelling across the country talking to Provincial officials in my capacity as Co-ordinating Minister for the demographic consultations. I expect that we will reach a national consensus on demographic policy in about two years' time.

In the meantime, we must proceed with the development of a new Immigration policy. And when we're drafting new legislation, we will have to keep in mind that demographic objectives will change from time to time. Therefore, it will be difficult to make explicit provision for such things as immigration quotas. Instead we must aim for an appropriate measure of flexibility. At any rate, it would be impossible for the Federal Government to include provision for specific demographic goals in its immigration legislation when it is still in the process of discussing demographic policy with the Provinces.

I don't want to go on much longer about immigration policy. You'll be hearing a lot about it in the next few months. But a new immigration policy and legislation will figure so significantly in the Department's activities over the next few years, that I felt it deserved a good airing between us.

Before I completely leave the subject, though, I want to thank you for submitting such a constructive brief to the Special Joint Committee. Although I don't know what the Committee will ultimately recommend, I am certain that your thoughtful observations will have made their task easier.

Your union has spoken enthusiastically and well on other issues of importance to those of us in Manpower and Immigration. Believe me, it's important for a Minister to know that his Department is alive and well and sometimes kicking. Your suggestions as individuals, through Box 320, and your brief, as a union, on the reorganization and renewal program, have had a very marked effect on what we have done. I think you'll agree that the package of delegations of authority to the frontline CIC's shows that we mean business when we talk of decentralization. And the improvements that have been made in the classification levels of immigration officers and CIC managers reflect our awareness of the important work you do.

With your continued help and support, the new "organization for purpose" is taking shape and beginning to work. Managers are now completing the process of job analysis, classification and staffing and the period of uncertainty we have all had to live with is almost over -- just in time to give us the fast, flexible organization we need to carry us through the transition from present immigration law and policy to the new.

With the new policy in the throes of development, I obviously can't speculate on the technicalities of the changes and how they will affect our work. But I can assure you that we will still be performing the three classic functions of any Department of immigration: recruiting and selecting immigrants and helping them over the first stage of settling in a new country; facilitating and controlling entry to Canada; and, removing those who enter or remain illegally.

The legal and policy basis on which these functions are performed may change from time to time. The balance of effort may change to reflect new developments at home and abroad. But the functions must be carried out. That, as you know, is why we have based our reorganization on these three functions.

You have often pressed for a good, solid career planning and staff development program. We are now in a position to put one in place. Preliminary reports are already in the hands of senior management. A working group has been formed to ensure that specific plans are developed and implemented as soon as possible.

We are also planning a program designed to ensure that each employee will be given the opportunity to explore his or her interests and aptitudes. We hope it will be in operation early next year.

In my opening remarks, I said that we can't really view any of the divisions in this Department as separate entities. In fact, we make special efforts to ensure co-operation among them all. This in particular is true of Manpower and Immigration today and it will certainly be true in the future.

The reason for close co-operation between Manpower and Immigration is not difficult to imagine. When there are labour shortages in Canada, employers look to foreign workers. The Department wants to help those employers who simply cannot get labour in Canada. By the same token, we want to be certain that employers who are recruiting abroad have wages and working conditions which are acceptable by Canadian standards.

On the other hand, the availability of virtually unlimited foreign labour makes some employers less anxious to provide training and good working conditions for Canadians. So when it's reported - falsely - that I am going to cut immigration because of high unemployment, no wonder it hits the headlines.

Through co-operation between the Manpower and Immigration divisions, we have managed to deal with a number of pressures which Immigration places on the labour market. We introduced new Immigration Regulations in 1974. We developed the new Settlement Branch. And we've established new procedures for dealing with employment visas which will go into effect next month.

I'm very proud of the way the Department is operating now. Three years ago we were looking ahead to a lot of problems. Organization was poor, morale was low, some of the policies were out of date and I was so green I barely knew what the policies were. Believe me, I enjoy being here with you today looking ahead to the next few years. It's nice to see the future and know that it works.





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STATEMENT BY THE HONOURABLE ROBERT ANDRAS,  
MINISTER OF MANPOWER AND IMMIGRATION ON "SUMMER '75"





SUMMER '75 - STATEMENT BY THE MINISTER

At this time of year plans for summer holidays would not seem to be of immediate importance. But planning for the summer will be in the minds of students and employers as they begin their search for jobs and summer workers. To all these people, I extend an invitation to join Summer '75 and "Have a Young Summer."

The Summer '75 Program (Student Summer Employment and Activities Program), sponsored by the federal government, is designed to augment the effort the private sector puts into providing meaningful employment and activity opportunities for Canada's youth in summer.

Private industry has always employed youth in the summertime to the greatest extent possible. Over the years employers in private industry have provided more than 85 per cent of all summer jobs. There is, however, an upper limit to the private sector's capability to absorb the very large number of young Canadians who enter the labour market each summer. More than 1,400,000 young people are expected to seek jobs this summer. Some additional direct job creation is necessary to meet their needs. For this reason, programs such as Opportunities for Youth will once again be an integral part of the federal government's plans for Summer '75.

The major objective of Summer '75 is to provide Canadian students with more extensive work opportunities and to co-ordinate all major federal government activities for greater effectiveness.



Four basic strategies govern the many diversified programs: the facilitation of employment of students by matching them with the manpower needs of key areas in the private sector; the direct hiring of students in federal government departments, some in career-oriented positions; job creation, through programs such as Opportunities for Youth; and non-salaried activities such as the Secretary of State's Hostel Program.

To fulfill these objectives, the federal government will be spending \$67.1 million for Summer '75. Of this amount, \$19.1 million will provide for the direct hiring of students by federal departments. The remaining \$48 million will be set aside for other federal departmental programs, job creation, and non-salaried activities, as well as to encourage and facilitate student employment through Canada Manpower Centres for Students and regular CMCs.

In addition to these programs and services, the federal government will be working closely with the provinces and all segments of private industry to provide the maximum number of summer jobs for students.

In particular, we will again seek the co-operation of the Chambers of Commerce and the Boards of Trade who have played such a major role in the success of past summer programs. My own department will be working closely with selected Chambers of Commerce in developing a pilot program called "Job Exploration by Students." This program will give potential high school dropouts a chance to gain experience in the work world by sampling up to three different types of work during the summer. They will then have the option at the end of the summer of returning to school or entering the labour force with the help of Canada Manpower Centres.



The support of trade and professional associations and major industrial employers will be enlisted and their co-operation and active participation encouraged in providing work opportunities for students.

Canada Manpower Centres for Students will play a major role in assisting the private sector in filling their needs for summer labour. Specially trained student centre staff members will be attempting to fill all special needs of local employers. They will be manning the almost 300 Canada Manpower Centres for Students across the country. This year many of these centres will open in April. In addition, the more than 390 regular Canada Manpower Centres will be active in this area.

In the summer of 1974, more than 200,000 student placements were made through the regular CMCs and CMCs for Students. This year's expanded network is expected to provide even closer liaison between potential employers and students seeking summer jobs. The Manpower Centres will also act as a clearing house for information on all component programs of Summer '75.

The 1975 Opportunities for Youth Program, funded at \$27.5 million, will provide over 20,000 jobs for young people. Areas where severe shortages of jobs are anticipated and where the private sector cannot meet student employment needs will have highest priority in the allocation of OFY funds. Applications are now available and the deadline for submission of project proposals is February 21. One change in this year's program is the salary range for participants. Maximum salaries will be \$80 per week for high school students and \$110 for post-secondary students and other youth.





Other programs and departments forming part of Summer '75 are: Parks Canada, the Indian High School program, Native Summer and Northern programs through Indian Affairs and Northern Development; Student Community Services, Youth Hostels, and Travel and Exchange through the Secretary of State; Cadet Activities, Reserve Training, and the Community Assistance Program through National Defence; Public Service Employment, including career-oriented programs, through the Public Service Commission; Drug Research and Community Agencies program through Health and Welfare; Tourist Survey Project through Transport Canada; the Improvement Agriculture program through Agriculture Canada; special research projects under the auspices of Revenue Canada Customs and Excise; ongoing scientific and administrative activities through Energy, Mines and Resources; support for the Fifth United Nations Congress on the Prevention of Crime and Treatment of Offenders through the Solicitor General.


We can reduce high unemployment rates for students only if everyone works together. Not only must the private and public sectors combine their efforts to combat this perennial problem, but students must also face the challenge of tackling the work that is to be done. We would encourage employers to co-operate by hiring students for their unfilled jobs.

Work experience is important for Canada's students. It helps give them confidence and develop expertise, and the money they earn will help take them back to their studies in the fall. Employers might find some very valuable and reliable young people to fit into their future plans.

This summer, I would urge all students and employers to work together... Hire a Student...and Have a Young Summer.





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DECLARATION DE M. ROBERT ANDRAS

MINISTRE DE LA MAIN-D'OEUVRE ET DE L'IMMIGRATION AU SUJET DE "L'ETE 1975"



## L'ETE 1975 - DECLARATION DU MINISTRE

A cette époque de l'année, il ne semble pas d'une importance immédiate d'établir déjà des plans de vacances d'été. Pourtant, les étudiants et les employeurs vont bientôt se préoccuper de l'organisation de leur été et entreprendre des recherches pour trouver des emplois ou des travailleurs. Je les invite à se joindre au Programme d'été 1975 placé cette année sous la devise "Cet été, place aux jeunes, embauchez-en un!"

Le Programme de l'été 1975 (Programme des activités et de l'emploi d'été des étudiants) parrainé par le gouvernement fédéral est destiné à inciter le secteur privé à faire plus d'efforts pour s'assurer que nos jeunes trouvent cet été des activités et un travail enrichissant.

Le secteur privé a toujours été plus que disposé à employer les jeunes, dans la mesure de ses possibilités. Au cours des années passées, ce secteur a fourni plus de 85% de tous les emplois d'été. Il existe cependant une limite à sa capacité d'absorption: il ne peut pas, en effet, engager tous les jeunes Canadiens qui sont si nombreux à entrer sur le marché du travail chaque été. Cette année, on en attend plus de 1,400,000. Il faudra donc avoir recours aussi à la création directe d'emplois pour satisfaire leurs besoins. Pour cette raison, des programmes tels que Perspectives Jeunesse viendront encore une fois d'insérer dans les plans du gouvernement fédéral pour l'été 1975.

Le principal objectif du programme d'emploi d'été de 1975 est d'offrir aux étudiants canadiens des débouchés plus nombreux et de coordonner les principales activités du gouvernement fédéral orientées dans ce sens afin d'en accroître l'efficacité.



Il existe plusieurs programmes qui reposent sur quatre stratégies de base: faciliter l'emploi des étudiants en dirigeant ceux-ci vers les branches clés du secteur privé où ils satisfont les besoins de main-d'oeuvre, engager des étudiants dans les ministères du gouvernement fédéral, notamment à des postes axés sur la carrière, créer des emplois, grâce à des programmes comme Perspectives Jeunesse, et, enfin, offrir aux étudiants des activités non rémunérées comme celles incluses au Programme des Auberges du Secrétariat d'Etat.

Pour répondre à ces objectifs, le gouvernement fédéral consacrera au programme de l'été 1975, 67.1 millions de dollars, dont 19.1 millions seront consacrés à l'embauchage direct d'étudiants dans des ministères fédéraux. Les 48 millions de dollars restants seront consacrés à d'autres programmes ministériels du gouvernement fédéral, à la création d'emplois, et aux activités non rémunérées et permettront d'encourager et de faciliter le placement des étudiants par le truchement des C.M.C. pour étudiants et des C.M.C. ordinaires.

Outre ces programmes et ces services, le gouvernement fédéral compte collaborer étroitement avec les provinces et toutes les branches du secteur privé pour assurer aux étudiants le maximum d'emplois.

Plus particulièrement, nous coopérerons cette année encore avec les diverses chambres de commerce qui ont joué un grand rôle dans le succès des programmes des étés passés. Mon ministère travaillera étroitement avec certaines d'entre elles à mettre sur pied un programme pilote dans le cadre duquel "les étudiants explorent le marché". Il permettra à des élèves de l'école secondaire qui comptent abandonner leurs études d'acquérir au cours de l'été une expérience du monde du travail dans trois emplois





différents. A la fin de l'été, ils auront le choix soit de reprendre leurs études, soit de se joindre à la population active avec l'aide des Centres de Main-d'oeuvre du Canada.

Nous demanderons également l'appui des associations professionnelles et des principaux employeurs du secteur privé et nous les encouragerons à participer de manière active et à coopérer pleinement à l'objectif fixé: fournir des débouchés aux étudiants.

Les Centres de Main-d'oeuvre du Canada pour étudiants doivent jouer un rôle essentiel et fournir au secteur privé l'aide voulue pour satisfaire leurs besoins de main-d'oeuvre d'été. Dans ces centres, des membres du personnel formés spécialement s'efforceront de satisfaire aux demandes de main-d'oeuvre particulières des employeurs de l'endroit. Ils assureront le fonctionnement de près de 300 Centres de Main-d'oeuvre du Canada pour étudiants qui seront établis dans le pays. Un grand nombre de ces Centres s'ouvriront cette année en avril. En outre, plus de 390 Centres de Main-d'oeuvre du Canada ordinaires axeront eux aussi certaines de leurs activités sur les emplois d'été des étudiants.

Au cours de l'été de 1974, plus de 200,000 étudiants ont pu être placés grâce aux C.M.C. permanents et aux C.M.C. pour étudiants. Cette année, on pense élargir ce réseau afin d'assurer une liaison plus étroite entre les employeurs possibles et les étudiants à la recherche d'un emploi d'été. Les C.M.C. feront aussi en quelque sorte office de chambre de compensation et fourniront les renseignements concernant tous les éléments du programme de l'été 1975.



Le Programme 1975 de Perspectives Jeunesse dispose d'un budget de 27.5 millions de dollars et offrira de 20,000 emplois aux jeunes. Ce sont les secteurs où il existe une grave pénurie d'emplois et ceux où le secteur privé ne peut répondre aux besoins d'emplois des étudiants qui bénéficieront en priorité des ressources de Perspectives Jeunesse. Les formulaires de demande sont déjà disponibles et les projets doivent être soumis au plus tard le 21 février. En ce qui concerne l'échelle de salaires des participants, le programme de cette année a été modifié. Pour les élèves des écoles secondaires, le salaire hebdomadaire maximal sera de \$80 et pour les étudiants du postsecondaire et les autres, il sera de \$110.

Citons parmi les autres composantes de ce programme de l'été 1975: le Programme de Parcs Canada, le Programme d'emploi dans les écoles secondaires indiennes, le Programme d'emploi d'été des autochtones et d'emploi dans le Nord, assurés par le ministère des Affaires indiennes et du Nord; les programmes de Service communautaire étudiant, des Auberges des étudiants et celui des Voyages-Echanges, du Secrétariat d'Etat; les activités des cadets, la formation des réservistes, et le Programme d'aide aux collectivités, assurés par le ministère de la Défense nationale; l'Emploi dans la Fonction publique, et notamment les programmes axés sur la carrière, de la Commission de la Fonction publique; le Programme sur les cliniques de quartiers et la recherche sur l'abus des drogues du ministère de la Santé et du Bien-être; l'Enquête sur le tourisme organisée par le ministère des Transports; le programme d'amélioration de l'agriculture, assuré par Agriculture Canada; divers projets spéciaux de recherche effectués sous les auspices de Revenu Canada, Douanes et Accise; des activités scientifiques et administratives du



ministère de l'Energie, Mines et Ressources et enfin l'appui apporté au Cinquième congrès des Nations Unies pour la prévention du crime et le traitement des délinquants, par le ministère du Solliciteur général.

Mais nous ne pouvons lutter contre ce taux de chômage élevé et aider les étudiants que si chacun de nous participe à cette lutte. Non seulement les secteurs public et privé doivent-ils combiner leurs efforts pour combattre ce problème constant, mais encore les étudiants doivent-ils également relever le défi et se mettre à la tâche. Nous ferons tout pour encourager les employeurs à coopérer avec nous et à engager des étudiants dans les postes vacants.

Pour les étudiants du Canada, il est important d'acquérir une expérience de travail. Elle leur permet de prendre confiance en eux-mêmes et d'acquérir des connaissances, et de financer en partie les études qu'ils reprendront à la rentrée. Les employeurs peuvent de leur côté trouver ainsi des jeunes gens de valeur et aux solides qualités qui répondent à leurs futurs.

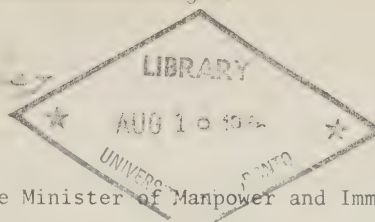
J'exhorte donc tous les étudiants et les employeurs à oeuvrer ensemble. Cet été, place aux jeunes, embauchez-en un!







*Statements and press*



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A message from the Minister of Manpower and Immigration

The Honourable Robert Andras

In order to combat the problem of unemployment in the coming winter the federal government has introduced a restructured Local Initiatives Program for 1975-76.

L.I.P. this year encourages private employers like yourself to take an active part in the program by submitting proposals for projects to create jobs and improve the quality of life in their communities. L.I.P. will fund approved projects up to a value of \$100,000.

Projects may start any time between November 3 and January 24 but all must be completed by June 26, 1976. Application forms are available at all Canada Manpower Centres and Job Creation Branch offices, and must be submitted for consideration by September 12, 1975.

Although we cannot consider projects which contribute to the normal profit-making activity of a business or enhance the value of private property, it is clear that sponsoring a project can only benefit the company's relationship with the community. Examples of projects undertaken by the private sector in an earlier Local Initiatives Program are as follows: one company built a free-access zoo, park and barbecue pit; another built a large park around an old abandoned sawmill; another provided cross-country ski trails and an open-air ice rink, allowing many youngsters to profit from the excellent winter season; an old lighthouse was turned into a lifeboat rescue station, and a Viking ship was built and donated to a museum; a small village whose water line had been





condemned had its water service restored and improved, thanks to a project sponsored by the private sector, and a curling rink was renovated, in co-operation with the community. These experiences were rewarding for all concerned, not least the workers themselves, who were found to be so highly motivated as a result of their projects some 35 per cent of them became permanent employees, still on the company payroll one year later.

L.I.P. has experimented with this kind of approach to job creation on a small scale in the past, and business concerns which participated indicated they were pleased with the results.

L.I.P. in its four years of operation has created a quarter of a million jobs which put earned purchasing power into the pockets of people who would otherwise have been unemployed during our Canadian winters.

I invite you to enquire about L.I.P. at the nearest Canada Manpower Centre or Job Creation Branch office and hope that you will consider participating in a most useful job-creating program.

A handwritten signature in dark ink, appearing to read 'Robert Andras', with a stylized, flowing script.

Robert Andras





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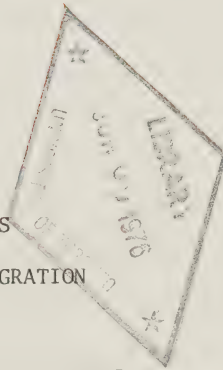
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NOTES FOR A SPEECH  
BY THE  
HONOURABLE ROBERT ANDRAS  
MINISTER OF MANPOWER AND IMMIGRATION  
TO THE  
SECOND INTERNATIONAL CONFERENCE ON TRENDS  
IN INDUSTRIAL AND LABOUR RELATIONS  
at the Queen Elizabeth Hotel in  
MONTREAL, TUESDAY, MAY 25, 1976 (FOR RELEASE AT 12.00 NOON)



CHECK AGAINST DELIVERY



I am pleased to be here to speak to you on the occasion of your Second International Conference on Trends in Industrial and Labour Relations.

Canadians were very interested in the proceedings of the first Conference in Israel in 1972, and it was natural that our country, which has so large a stake in international relations, should host your second Conference.

In many respects in the four short years since that First International Conference in Israel in 1972 important changes have taken place in the international community. In retrospect, it would seem that the social and economic achievements of many countries during that time have been overshadowed by the magnitude and persistence of our grave economic problems.

I need hardly dwell on the seriousness of recession, the impact of the so-called energy crisis, or the threat to international progress and stability inherent in inadequate food supplies and shortages of raw materials. These problems have been compounded, in many countries of the world, by the continuance of unacceptable rates of inflation accompanied by high rates of unemployment.

Within the labour market itself there have been dramatic changes which are making it more difficult for governments to achieve their employment objectives. I need only mention the large inflows of women and youth, the significantly higher educational level of the labour force, new attitudes towards work, new forms of income maintenance, a heightened awareness of the plight of the disadvantaged to name only a few of the changes which have and are having profound implications for both manpower and industrial relations policies.

As Minister of Manpower and Immigration I would like to take this opportunity to share with you some of my thoughts concerning the importance of these changes for policy-making in the manpower area. In particular, I would like to discuss their implications for a new set of relationships between governments and the private sector in the development and implementation of a manpower and employment policy in an era of rapid economic change.

First let me say a few words about how manpower policy in this country is organized since we developed a rather unique structure which, when first implemented, was quite different from that found in many other countries.

In 1966, in Canada, the responsibilities for manpower and industrial relations and labour standards were separated at the national level. Manpower was placed in a separate ministry with immigration, while industrial relations and labour standards remained in the Department of Labour. Looking back over the decade of this separation I believe there exists a general concensus that it has worked well.

It certainly has been a major contribution factor in the development of Canadian manpower policy, a policy which provides for a mix of programs to meet the varied needs of our labour force; reduce regional and income disparities; and attack different types of unemployment including frictional, structural, seasonal and cyclical.



For example, our adult training program is now considered one of the largest in the world on a per capita expenditure basis. In 1975 over 180,000 people, a number equal to 2 per cent of the labour force, successfully completed training. Expenditures on the program in 1975 amounted to more than \$475,000,000.

Our network of employment centres, which provide a wide range of services both to the labour force and to employers, places about one million workers annually. We have perhaps the most advanced mobility program of the industrial nations and we were one of the first to make direct job creation an integral part of manpower policy.

Indeed our job creation thrust of which the Local Initiatives Program (L.I.P.) is the mainstay, has played an important role in reducing seasonal unemployment in this country to a mere .3 percentage points of the unemployment rate. In the winter of 1975-76 L.I.P. was successful in creating some 40,000 temporary jobs at a cost of about \$625 per man month, a very efficient unemployment reducing program compared to other schemes.

Interest in our job creation programs has resulted in several countries, including the U.S., Great Britain and Australia, closely studying our experience or in some instances adopting similar type programs.

It is important to note that these programs were mainly developed during the 1960s and early 1970s. At the time it appeared sufficient that government should assume the initiative and responsibility for setting up and implementing the types of manpower policies we have since come to accept as a matter of course. The resulting programs generated little conflict with other responsibilities or interests, either nationally within countries or even internationally among countries.

But the onslaught of change during the past few years is forcing us, in this country as well as policy-makers in other countries, to a reassessment of policies including methods of developing and implementing them. Indeed the magnitude of worldwide unemployment and inflation and its implications for policy led to the historic meeting in Paris, this past March, of Ministers of Manpower and Labour of the 24 industrial countries of the Organisation for Economic Co-operation and Development (OECD). That meeting, which I attended as the Canadian representative and Vice-Chairman marked the first time that Organisation had ever called together these Ministers; surely a reflection of how seriously we all view the current economic situation in our respective countries.

The results of the meeting were most gratifying. There was unanimous adoption of a new Recommendation on a General Employment and Manpower Policy, a fundamental and far-reaching document that will have great import for all of us working on labour market problems. The Recommendation, which replaces the 1964 Recommendation on an Active Manpower Policy, reaffirms our commitment to full employment and proposes new solutions and approaches which we can fully expect will serve as our model for some years to come much in the same way as did the earlier 1964 Recommendation.

The Recommendation supports some of the new thrusts and directions we have already taken. Indeed our experiences with some of these programs were influential in their inclusion in the Recommendation. A good example is the direct job creation thrust which the Recommendation introduces to balance the traditional supply-side policies characteristic of manpower policy of the 1960s.

But there is another area of the Recommendation which I would like to refer to because I feel it so important to the future success of our policies and which reflect my own personal thinking about the directions we should be taking with respect to these policies. This is the area of interface and interaction which the new Recommendation anticipates. In contrast to the 1964 Recommendation, the new instrument places a great deal more weight and emphasis on co-operation and co-ordination not only on the international level but nationally as well if our own labour market objectives are to be achieved. The nature of our economies and labour markets have so changed that policies developed in isolation are no longer tolerable or workable.

For example, on the international level, we have all been impressed by the fairly easy transmission of our economic problems among countries. Simply, our economies have grown closer together, much closer than we would have believed before the spread of our current economic malaise. The new Recommendation is very specific on this matter and spells out the need for special arrangements and for greatly increased international co-operation to avoid "beggar thy neighbour" policies in the employment field.

Within countries the Recommendation notes, and I quote: "The OECD countries reaffirm their commitment to full employment as a goal of policy. The full employment objective has both quantitative and qualitative dimensions and its achievement must harmonize economic and social objectives with the differing needs of individuals and groups."

I underline the word qualitative. It is a new dimension in the full employment objective. Together with the thrusts the Recommendation suggests to assist the disadvantaged and the unemployed, it calls for a whole new set of relationships not only within and between governments but also between governments and the private sector if enough jobs of the right kind are to be created in a non-inflationary manner. These new relationships require a more integrated meshing of economic and social policies including manpower, industrial relations, welfare, regional development and demand management, to name but a few, as well as a greater involvement of the private sector in the development and implementation of employment policy.

Thus, there is a fundamental recognition that government alone cannot solve all our economic and social problems and that job creation itself, the backbone of traditional government policy, is no longer sufficient for the task of reducing unemployment to acceptable levels.

I would now like to take the few minutes I have left to talk about how our manpower policy has been evolving during the past few years in terms of its relationships to private sector co-operation. In directing this policy I have always kept in mind three priorities: first, finding steady jobs for the unemployed in the private sector; second, providing training for those who could help meet our skill shortages; and, third, through direct job creation and other measures, helping those who require special assistance in achieving self-fulfillment through employment.

In more concrete terms, recent years have seen our training program increasingly tilted towards training in industry as opposed to institutional training. In 1969-70 for example, 85 per cent of the graduates of our programs



were trained in educational institutions. In contrast with that year, current figures show that the number of people graduating from industrial training has increased by 60 per cent and now represents almost one quarter of our training program. These trends reflect my belief that our training program stands to benefit by the more direct involvement of labour and management. Results support this belief and we can expect further movement in this direction.

We are also looking increasingly to all parties to assist us in improving the quality of the work environment. This issue has emerged as a major concern in manpower and industrial relations and continually poses new challenges for government, labour and management to redesign our jobs and our working conditions to make them more attractive and stimulating. A great deal needs to be done towards this end, particularly with regard to low skill, poorly paid jobs.

As in other countries these jobs are being shunned by our domestic labour force and immigration is being used to fill them. Our immigration policy, which is designed to select objectively immigrants to meet our manpower needs, has in recent years resulted in an increasing number of immigrants going to these low skilled jobs. But we are finding here, as elsewhere, that this solution is subject to very severe limitations since immigrants quickly assume the behaviour characteristics of Canadians and move out of these jobs as quickly as possible.

Some believe that there is no solution to these work problems because we have lost the work ethic and are destroying the last vestiges of the incentive to work by overly liberalized income maintenance. Certainly, the degree of difficulty we are having in this country in filling jobs at the lower end of the

occupational spectrum or in isolated areas, and the difficulties employers are having in retaining their workers, do suggest that something is amiss. But I do not believe this is the effect of a defunct work ethic. The experience of our employment service and the L.I.P. program suggest otherwise: Canadians want to work and, moreover, have a strong incentive to work.

This view is reinforced by two large-scale surveys on job satisfaction and the work ethic conducted by my Department in the fall and winter of 1973-74. According to the results of these studies, published in Canadian Work Values: Findings of a Work Ethic Survey and a Job Satisfaction Survey "work was named by more respondents ..than any other option, including family and friends, as a way of achieving one's goals."

However, as well as affirming the underlying strength of Canadians' commitment to work, the studies also revealed a certain amount of disenchantment. In particular, weak promotional opportunities, not being given the chance to develop one's special abilities, inadequate supervisory assistance, inadequate resources to get the job done and poor pay were all cited as sources of dissatisfaction. Such facts confirm for me, and I know for the vast majority of Canadians, that the work ethic in this country is alive and well. But the continuing strength of this ethic and the desire for satisfactory jobs are what is so important for all of us who are engaged in policy whether public or private.

While in Paris I was pleased to discover the same phenomena elsewhere and I was very much interested in some of the programs different countries were pursuing particularly in areas designed to improve the quality of jobs and ensure the earliest possible return to work of those receiving unemployment or welfare benefits.

Some of our own recent experiments, programs and pilot projects are also showing very promising potential. For example, the Manpower Consultative Services (MCS) of my Department, which is a unique service established in the mid 1960s to assist labour and management to research the manpower effects of technical change, is now more actively engaged in questions related to the work environment and job satisfaction. The MCS program is based on the approach of having labour and management as equal partners in a consultative process identifying problems of concern to them both. As a consequence faced with new and emerging issues in the labour market, issues which are extremely susceptible to the approach of this Service, it was natural for it to expand its activities to include the joint funding of research and planning with respect to problems of turnover, employment instability, working conditions, absenteeism, training needs or management studies. The Service is voluntary and its success is dependent on the use labour and management make of it. Early indications of the increasing use being made of it as a result of its new mandate are indicative of how important it is becoming to the parties.

We have also been experimenting with projects to test methods of hastening the return to productive employment of the unemployed. For example, in the Province of Newfoundland we experimented successfully with a program of combining unemployment insurance and training. During the past year and a half, in selected urban communities in areas across the country, we ran a special employment drive for recipients of unemployment insurance and welfare benefits which resulted in about 80,000 placements into jobs. These measures are being studied further to determine the feasibility of establishing new programs along the lines suggested by their experience.



Finally, we have also established projects to find productive long term employment for the more difficult-to-place and the handicapped. In addition to traditional rehabilitation and training programs, we have introduced a Local Employment Assistance Program and more recently a Community Employment Strategy (CES). I have great hopes for this latter program which is a whole new institutional approach to integrate and focus fragmented government and private sector programs on the disadvantaged in the most effective and efficient manner.

The CES is a good example of a program whose success is closely tied to co-operation. And this is our challenge. Given current trends in the labour market and the new thrusts of some of our programs both old and new, I think we will see joint cooperative efforts of labour, management and government become a much more sophisticated and significant weapon in our manpower arsenals. Co-operation is a fact in the manpower programs of several of the countries represented here and I am anxious to see its further development in this country.

I hope you will take advantage of the broad scope of your program this week to reflect on and discuss this matter which I feel is so central to the successful implementation of government employment policy. I am pleased to see that your agenda includes workshops on some of the issues which accord a vital role to the private sector. I hope that these issues will be thoroughly and widely discussed. For example, with regard to your workshops on anti-discrimination legislation, I hope you will let your discussions cover the spectrum of artificial job barriers which prevent qualified workers from entering employment. Barriers and discrimination based on age, sex, race, education or the sectional interests of organized elements within the labour

market are costly luxuries we can ill afford at any time, and particularly in today's labour market.

In closing let me thank you for giving me this opportunity to speak to you and expressing my concerns. As you can tell, I will be looking forward to the outcome of your deliberations.



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STATEMENT BY

THE HONOURABLE ROBERT K. ANDRAS

MINISTER OF MANPOWER AND IMMIGRATION



MAY 25, 1976



The Government has announced its intention to integrate the Unemployment Insurance Commission and the Department of Manpower and Immigration. The Prime Minister has authorized the development of an integration plan. As the Minister responsible for the Commission and the Department and as Minister designate for the new organization I would like to describe in greater detail the reasons for integration.

The employment service was transferred out of the Unemployment Insurance Commission in 1965 because it was felt that a positive manpower policy could best mature if it was allowed to develop independently of any responsibility for an unemployment insurance program. That expectation has been realized. Both the manpower programs and the unemployment insurance program have undergone extensive change and development.

Manpower services for counselling, placement, training, and mobility have been strengthened and their impact has significantly increased. In addition, the Department has established and expanded programs of job creation. The Department's objectives have broadened to encompass the development of a community employment strategy and to acknowledge that Canadians increasingly seek self-fulfilment, as well as income, from their work.

At the same time the legislative amendments introduced to the unemployment insurance program in 1971 have provided much more positive income protection.

In the past decade there have also been significant changes in the size, composition and functioning of the labour market and the attitudes of Canadians towards work.

Canada has had, and continues to have, the most rapidly growing labour force in the western world. Each year, over half a million young people leave school and enter the labour force. Once there, they experience major employment difficulties - younger workers account for nearly half our unemployed. Women enter the labour force in increasing numbers. They stay in it except for temporary absences related to their family circumstances. Their rapidly increasing numbers and increasing attachment to the job market are pushing their unemployment rates up. The current extremely heavy inflow to the job market will continue at least into the early 1980's, when the flow of the new workers with their job needs and problems will begin to taper off.

Our economy has been undergoing, and will continue to undergo, major and far-reaching structural transformations based on the adoption of new patterns of technology, new trading relationships, and on our emerging status as a post-industrial society. We can expect, increasingly, to be a service-oriented economy and we can expect growing efficiency to continue to reduce the now small percentage of our population working in primary industries.

Our changing attitudes and views also have a significant impact on the labour market. Canadians remain strongly committed to the work ethic, but their growing affluence and levels of education are making them much more selective about the kinds of work which they will readily undertake. These changing attitudes are reflected in more emphasis on self-fulfilment in jobs as well as a reluctance to work



at traditional wage levels and in disagreeable jobs or work environments. The rising expectations of many individuals and groups have exerted new stresses on the labour market and the economy.

The conjunction of these immense and continuing changes in our labour force, our economy, and our emerging new attitudes, has produced one of the most dynamic, fluid, and changing labour markets in the world. On any given day, close to ten million Canadians are either at work or looking for jobs. But, in a typical year, there are over three million instances - either voluntary or involuntary - of Canadians leaving their jobs and taking new employment. Moreover, there are a similar number of instances of Canadians entering and leaving the labour force during the course of a year. Each year since the end of the War, about one Canadian in five has had at least a short period of unemployment regardless of whether the general unemployment rate was up or down. In any three-year period, half of all workers will have changed employers. The vast majority of Canadians in the labour force still seek full-time work, but there is a growing percentage who, because of their circumstances, seek either part-time work or part-year work.

These changes have increased the demands on the manpower programs and have underscored the need to ensure that the manpower services are readily available to those whose requirements are most acute - the unemployed worker. Over the past three years the two organizations have co-operated in a program to harmonize their services

in order to preserve the integrity of the comprehensive unemployment insurance program now in effect and to utilize to the fullest extent possible the manpower services designed to facilitate the re-entry of workers into stable and rewarding employment.

Notwithstanding the success of the harmonization program it suffers from several serious limitations. It demands a duplication of the documentation required of clients and a complex and costly system of paper communication between the two organizations. The public is, moreover, obliged to shuttle between the UIC office and the Canada Manpower Centre. The institutional barriers that necessarily exist between two separate organizations do not permit us to realize the greater efficiencies that could be derived from the integration of the operational, administrative and management systems. Nor can we develop a fully comprehensive approach to the formulation of policies and programs which respond to the complexities of Canada's present labour market.

The integration of the Commission and the Department into a new organization will enable us to build on the co-operative achievements to date and to provide more effective service to the Canadian labour market. We expect that the integration of the Commission and the Department will enable us to provide better service to the public by:

- a rationalization of the network of local offices.
- the integration of most service points into one-stop centres where the complete range of services of the two organizations would be available to the public.
- a simplification of the documentation required of clients.

- the faster and more systematic exposure of clientele to the manpower services.
- an improvement in the measures to protect the integrity of the unemployment insurance program.

A major aim of the new organization will be to increase the sensitivity of policies and programs to regional and local needs. This can be accomplished largely by the creation of regional organizations in each province; a decentralization of authority to local offices; and the establishment of local advisory bodies including business, labour and other community representatives. The scale of the new organization which will allow for a greater decentralization of authority to the integrated service points, should enable them to provide a quicker response to the particular needs of their clientele.

While the integration of the Commission and the Department is not being undertaken as an economy measure it should result in the more efficient use of available resources for the administration of the manpower and unemployment insurance programs; a lowering of the level of frictional unemployment; and possibly some reduction in UI payments.

Although a new organization will be created we intend to retain a Commission within the overall structure and to maintain a role for the representatives of labour and employers. The proposed Commission will, as now, oversee the functioning of the Unemployment Insurance Account and undertake an enlarged consultative and advisory role in respect of the wider range of labour market and immigration matters that will be the mandate of the new organization.

Representatives of the labour and business communities have advocated the integration of the Commission and the Department. The 1976 Report of the Economic Council of Canada has commented favourably on the closer liaison between Unemployment Insurances Offices and the Canada Manpower Centres and urged their integration. Integration is also consistent with the recommendation of the OECD Council on a General Employment and Manpower Policy adopted in March 1976, calling for "the balanced development of income maintenance, and of positive utilization measures which ensure the earliest possible return to employment..."

I believe that the planned integration of the Unemployment Insurance Commission and the Department will commend itself to Canadians.

The integration of two large organizations operating a variety of programs is a major undertaking which must be carefully planned and executed over some period of time. In addition there is the overriding need to avoid any disruption or diminution of services to the public. The integration of the Unemployment Insurance Commission and the Department of Manpower and Immigration will therefore be carried out in several stages over an anticipated three year period. A phased approach will also enable us to test, prior to implementation, the improved procedures made possible by integration.

The integration of the Commission and the Department is a further challenge to the personnel of the two organizations whose efforts have made possible the development of the programs and services

we have today. I would like to express publicly my appreciation for their past efforts and my confidence in their continuing support. I am sure they will derive great satisfaction from the opportunities to participate in the work of a new and enlarged organization with its increased capacity to offer more effective services.







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NOTES FOR A SPEECH  
BY THE  
HONOURABLE ROBERT ANDRAS  
MINISTER OF MANPOWER AND IMMIGRATION  
DURING THE BUDGET DEBATE  
WEDNESDAY, JUNE 2, 1976



(PLEASE CHECK AGAINST DELIVERY)





Mr. Speaker:

I am pleased to participate in the debate today, in order to provide further information regarding the budget announcements relating to employment matters to deal with some of the unfounded criticisms which have been raised, and to outline my views regarding an employment strategy for Canada.

First, may I put the employment aspects of the budget in context by reminding Members that the June 1975 budget announced a two-year program of expanded manpower activities. We are currently in the second year of that program and our regular manpower budgets are being augmented as follows:

- first a \$40 million increase in institutional and industrial training, bringing the total available for training in the fiscal year 1976-77 to \$522 million and enabling the training this fiscal year of over 305,000 Canadians;
- second, an additional \$2 million for our Mobility Program expanding our budget in 1976-77 to \$13.7 million enabling permanent relocation of 15,000 families and other mobility grants to some 40-45,000 workers.
- next, an enrichment of our job finding and placement services costing an extra \$3 million and involving an additional 150 staff for our Canada Manpower Centres.

- and finally, a \$100 million job creation program for next winter.

So it is untrue to say we are doing nothing this year for the unemployed. We are analyzing the labour market prospects and carefully considering whether additional funds should be provided. But in the meantime, plans are proceeding based on the approved level of financing, and I shall announce the details of the 1976-77 Local Initiatives Program in a few weeks.

Thus while not minimizing the seriousness of the situation in 1976-77, I would like to focus my remarks today primarily on the longer term employment problems and prospects of Canada for 1977 through 1981. Our best estimate is that labour force growth will be somewhat less over the next 5 years than in the past 10, but I caution that labour force forecasts are extremely hazardous. We know fairly well how many youth will enter the market each year and how many workers will retire or die, and we can and will control immigration. But we cannot accurately forecast what will happen to participation rates. Moreover, we know that while we have a labour force of about 10 million people at any given time, there are actually closer to 13 million Canadians who work during the year and almost 5 million job changes. How many of these part-time or intermittent workers will become full-time regular employees? We just cannot tell with precision.

We can, however, make some rough forecasts based on certain assumptions. First, we are assuming a somewhat slower growth in participation rates than over the past few years. We are also assuming a reduction in immigration from a gross level of about 200,000 in the last 2 years to under

150,000. With these assumptions we forecast labour force growth at from 1.1 to 1.2 million over the next 5 years. We also forecast that employment growth will exceed that level by about 100,000. This will bring unemployment down only gradually, and the government is committed to reducing this unacceptable level of unemployment by direct job creation and other measures I shall outline.

Our goal, of course, is not a 5½ or even a 5 per cent unemployment rate; our goal is the fullest employment possible in the light of inflationary pressures and the international economic situation.

It must be realized as the Economic Council of Canada has recently pointed out, that unemployment in Canada is not as simple and comprehensible as it once was. There is an overall shortage of jobs, but a significant proportion of current unemployment is caused by structural problems, problems such as the particular difficulties of youth, women, native people and the handicapped, regional economic disparities, and skill mismatches. Some unemployment, which we call frictional, results from the sheer dynamism of our labour market which even in the best of economic times always has some people between jobs. Some unemployment is the effect of our lessening but still significant seasonal labour market fluctuations. We have analyzed available data carefully and concluded that the 1975 unemployment rate of about seven per cent was composed roughly of 4.0 points of frictional and structural unemployment, 2.7 points of cyclical unemployment and about .3 of seasonal unemployment.

We see, therefore, that over half our unemployment is due to structural and frictional causes. This situation cannot be solved by any one program or policy, nor by simplistic generalized solutions. Rather, it requires an array of more fully developed and precisely aimed manpower

programs focussing specifically on each element of the unemployment total. It is clear that we must improve and expand our programs to create jobs, to provide occupational training and mobility, to help the disadvantaged and the handicapped and to help young people bridge the growing gap between school and work.

We have been developing comprehensive and effective manpower programs and services, but the costs, frankly, are enormous. It takes about \$200 million to shave less than one quarter of one percentage point from our unemployment rate for a full year by putting the unemployed into training or job creation projects. To reduce our current unemployment to 5% would cost about \$2 billion more per year using training and a local initiatives-type program which is by far the cheapest available to government.

We have scoured the world and we have concluded that the best job creation approach is one which

- first, expands the stock of regular jobs as much as possible without generating a new round of inflation;
- second, maximizes our utilization of existing jobs by improved manpower services, mobility and training and by a tighter control of immigration. We are doing all these things and in 1976 we shall receive 40-50,000 fewer immigrants than in 1975 and tighten up our issuance of employment visas to temporary workers;
- third, creates as many jobs by direct job creation programs as we can afford, at the lowest possible overhead cost and with the least possible disruption of the regular labour market.

We need resources to do the job. We also need a new policy approach and employment strategy. Our labour market is too dynamic and our problems too complex and fluid to be able to afford a fragmented, inefficient approach to employment policy and to the organization of the labour market. That is why we are merging the UIC and the Department of Manpower and Immigration into the new Commission and Department of Employment and Immigration, and that is why I propose that the new organization should benefit from the continued and strengthened participation of business and labour in its work, both at the national policy level and at the local operational level. I shall have more to say about this when I introduce a Bill in the next Session of Parliament to authorize the integration.

For the same reason, I feel strongly that the activities of all levels of government in the labour market must be better coordinated. I have recently met with my provincial colleagues and we are unanimously agreed on this point. We plan to meet early in the fall to deal with a number of major issues involving not only the effectiveness of federal efforts and plans, but also such matters as the growing concern about the lack of effective linkage between the worlds of school and work, which contributes to our high unemployment among youth in Canada.

With this stronger institutional base and cooperation with the private sector and between governments we can reduce our employment problems in Canada if we can find the resources to do so, and I shall try to explain how resources might be made available.



I have long been concerned about the anomaly in Canada of substantial numbers of unemployed people receiving income maintenance on the one hand, while there is a great deal of public work and training which needs to be done, and a shortage of public funds to do it. For that reason, I have proposed an amendment to the Unemployment Insurance Act which will allow the government to develop programs in which Canadians who are in receipt of Unemployment Insurance can voluntarily participate in public employment programs and occupational training.

The principle underlying this proposal is that unemployment is costly not only for our economy and society, but most particularly for the worker who loses his or her job. Idleness brings loss of skills and of confidence, and erodes the worker's feeling of participating in his community. While he needs and has a right to income maintenance, we would like to be able to offer him something more.

We are now developing job creation models in which workers who are likely to be unemployed and on Unemployment Insurance for some months would be invited to participate in activities of social value for the betterment of their communities. We have in mind projects which could utilize many of the best features of earlier local initiatives programs, but which could be tailored more carefully to the needs of the individual and the community. There could be included arrangements for the individual to spend some time in a continued job search and in job counselling. Our plan would be to have participants continue to receive UI benefits, and we would provide other monies for example for cost of work allowances and project overhead costs from additional moneys which would have to be voted for this purpose.



Some people are repeatedly on Unemployment Insurance because they lack basic job skills, and they would benefit from occupational training or re-training. There is already some integration of Unemployment Insurance and Training Allowances but the system is complex, and unfortunately the training program cannot accommodate all who need training. We have been experimenting in Newfoundland with a pilot scheme to use Unemployment Insurance more productively in financing training, and our experience to date warrants expansion of the projects. I emphasize, however, that as in the job creation projects, the participation of claimants would be entirely voluntary.

Another potential developmental use of Unemployment Insurance is the short work week. A well established system in Europe enables enterprises which propose to lay off part of their work force to retain all workers on the job but on shorter hours, with allowances being paid in respect of the difference between the hours worked and the normal work week. Naturally, it would require the cooperation of both company and union, and initially would be done on a very selective basis. It has the great advantage of maintaining job attachment and skills of workers during temporary business downturns.

Other aspects of the Unemployment Insurance Program also require change, primarily for reasons of equity and to promote a more effective labour market. In the course of our Comprehensive Review of the UI program, we have identified certain categories of workers for whom present coverage can be regarded as inappropriate. The efficiencies and savings in the Unemployment Insurance Program which we will be able to achieve if Parliament approves our proposed changes, will provide us with additional resources to devote to the prevention and alleviation of unemployment.

Canada has one of the world's most efficient and comprehensive Unemployment Insurance Programs but it must be continually adapted to meet changes in society and in the labour market. The proposed amendments to the Unemployment Insurance Act announced in the budget are designed to make that Program more effective in protecting Canadian workers from the economic impact of unemployment, without in the process unnecessarily spending money which would be better allocated to employment programs.

During our comprehensive review of the UI program, we devoted particular attention to the benefit structure which in many respects, is the core of the legislation. Based on our own analyses, and the advice and comments we received from many private organizations and individuals, we reached the conclusion that a recasting of the benefit structure is now in order.

The proposals we have in mind are designed to enhance the motivation for work, to achieve a greater degree of simplicity, and to provide more equity. A greater degree of simplicity will be obtained by reducing the number of phases from the present five to three. There will be a more equitable relationship between the number of insured weeks and benefit entitlement in the initial benefit period. Greater equity will result from eliminating the national unemployment rate as a trigger for extended benefits, and basing regional extended benefits entirely on regional unemployment rates, which are a better indicator of the difficulty of obtaining and retaining employment.

While the benefit entitlement of those with a shorter labour force attachment will in general be curtailed, adequate income protection will continue to be provided for those with longer labour force attachment and for those residing in regions with high unemployment rates.

In summary, the benefit structure based on three phases of initial, labour force and regionally extended benefits will be designed to provide continuing adequate income replacement during periods, and in regions of high unemployment, but will result in curtailed benefits and reduced costs at lower rates of unemployment.

We also propose to increase the minimum entrance requirement for the Unemployment Insurance Program from eight (8) to twelve (12) insured weeks. The purpose of this amendment is to bring Unemployment Insurance more in line with realistic principles of social insurance programs, with the realities of the labour market, and with the original intent of the legislation. The Canadian UI program now ranks among the best and most generous in the world. Our entrance requirement is the most generous in the world, and will still be among the most generous at 12 weeks.

Since the announcement of this proposal, I have been most gratified at the reaction in the Canadian press and from many people in both the private and public sectors. However, in the past few days we have also had a wide array of critics who have either stated or implied that the government intends to throw 330,000 persons off the UI rolls, and onto provincial and municipal welfare rolls. This alleged impact of our proposal has been denounced as tampering with a very fine unemployment insurance program at a time of high unemployment, and simply shifting the burden of cost onto the provinces.

These critics have based their statement on a complete misunderstanding of the facts of the situation, which I would like to clarify.

Reference has been made to the figure of 330,000 individuals who would be affected by the increased entrance requirement. It is essential to interpret this figure correctly. It is an estimate of the total number of individuals who on the basis of 8 to 11 weeks of insured earnings would receive benefits during the whole of 1976 at an unemployment rate of 7%. This does not mean, as has been alleged by many commentators, that at any moment of time in the year 330,000 people would be affected. Because the average duration of benefits extends only for a portion of the year, at any moment in time only about 100,000 individuals would be affected.

It is nonsense and dangerously irresponsible to argue that all of these individuals will, as a result of a higher entrance requirement, be prevented from receiving benefits and will be, in fact, taken off the UI rolls. Based on our analysis of the work behaviour patterns of 8 to 11 weekers, we have estimated that a substantial number of them, indeed between 40 and 50%, will be able immediately or virtually immediately to work for an additional four weeks and qualify at the higher entrance requirement.

This in fact means that at any moment of time only about 50,000 individuals would not be able to receive benefits. Particular concern has been expressed about the Atlantic provinces where employment conditions are less favourable. In these provinces, we estimate that at any point in time only 10,000 individuals would not be able immediately to find 12 weeks of insured earnings.



In order to assess the impact of the higher entrance requirement on the 50,000 individuals in Canada as a whole, or the 10,000 individuals in the Atlantic provinces, it is essential to bear their fundamental characteristics in mind. The overwhelming majority of them, indeed about 80%, have no dependents. This would mean that of those excluded from benefits at any point in time, only 10,000 individuals in Canada as a whole or 2,000 individuals in the Atlantic provinces would have dependents. Moreover, the 8 to 11 weekers are approximately 4 years younger than the remainder of the claimants. Almost half of them are under 25 years of age. Many of the 8 to 11 weekers are, in fact, secondary earners such as working wives and young persons living at home. That is, they are members of families who already have a main breadwinner. Studies have shown in many cases these families have incomes in the middle and higher ranges.

As a result of this analysis, it is clear that very few of the 8-11 weekers will find it necessary to turn to welfare. Moreover, it is our intention to direct our developmental programs of training and job creation to those individuals and areas requiring assistance to establish more stable employment patterns.

Furthermore, and even more significant, a study of 1974 claimants found that 64% of the group with 8-11 insured weeks had dropped out of the labour force by March 1975. Many of these people subsequently re-entered the labour force, and worked a sufficiently long period of time to establish another unemployment insurance claim. In other words, many of this group are particularly prone to move in and out of the labour force, in and out of jobs, and on and off claim, and apparently suffering little or no hardship.

Moreover, contrary to the popular impression, seasonal employment patterns are not the prime cause. Only 30% of 8-11 weekers established a seasonal-type repeat pattern. This compares with 43% for those with major labour force attachments.

Our belief that claimants with 8-11 weeks of insured employment have little difficulty moving in and out of the labour force has been reinforced by other statistics. For example, 8-11 weekers have a greater tendency to draw down their full entitlement under the Act, than do claimants with 12 or more weeks of insured employment. But we can't conclude from this that things are tougher for them; quite the contrary. A 1973 survey showed that 70% of all 8-11 weekers had found work within 6 weeks of exhausting their claim. And what happened to the remaining claimants who did not find a job after 6 weeks? Despite the fact that of all U.I. claimants, exhaustees could be assumed to be the most needy, it was found that only 8% of exhaustees resorted to welfare (or less than 2% of the total claim load).

These figures may be taken as an indication of two things. Firstly, 8-11 weekers who want to take another job or need to take another job tend to find one very quickly once U.I. benefits are no longer available. Secondly, many of those who do not find a job do not do so because they were not seriously tied to the labour force in the first place.

Some critics have pointed to the fact that 8-11 weekers tend to be low wage earners. This is quite true; however, these claimants also usually have no dependents, are young, mobile and generally more successful in finding new employment, and/or secondary workers and members of middle to higher income families. This places the fact that they are also low wage earners in an entirely different perspective.

Critics have said that this proposal for a 12 week entrance requirement will hurt the Atlantic provinces or hurt Quebec. I can assure Honourable Members from high unemployment areas that we shall tilt our expanded Manpower programs and services so that the unemployed in their areas will gain from the productive impact of these enhanced programs. As Honourable Members are aware, we have also revised our Mobility Program to enable us to pay Temporary Travel Grants to help workers in high unemployment areas to move to other areas temporarily to take advantage of jobs lasting 8 weeks or more and 6 weeks or more in the case of students. We expect that 8,000 workers will benefit from this provision this year alone.

What is the effect on costs of the unemployment insurance program of providing coverage to a group with such an unstable and marginal attachment to the labour force, a group which can move in and out of employment and in and out of the labour market, suffering little economic consequence? This is the effect:- the cost ratio of claimants with 8-11 insured weeks is 20 times the ratio for the average claimant.

I believe that this money could be much better spent, that priority and funding should go to programs which deal more directly with the underlying problems of the labour market. It is one of the primary purposes of the U.I. Program to help workers maintain a steady, constant connection with the labour market. The eight week entrance requirement has not been successful in furthering this goal and, in fact, creates a significant disincentive in the labour market.

I recognize there may be some genuine hardship for some in this group. What about them? In order to keep off welfare any 8-11 weekers who are in genuine difficulty finding and keeping steady employment, it will be much more appropriate to develop and strengthen special job creation, job counselling and mobility programs targeted to specific groups and specific areas, and tailored to suit the needs of youths and marginal attachees to the labour force. These new or expanded programs will give the right kind of help to any 8-11 weekers who really need help. Moreover, the proposed 12 week entrance requirement would provide encouragement for both employers



and employees to maintain more stable employment patterns. I want to emphasize that employers as well as employees have a responsibility in this area.

It should also be stressed that even with the higher number of minimum weeks of insured employment, Canada's entrance requirement for unemployment insurance will remain, apart from the Netherlands, the most generous of any industrialized country. For example, Sweden's entrance requirement is based on 12 months of contributions, including 5 within the last year. In the United Kingdom, 26 weeks in the previous year are required for minimum benefits, and 50 weeks for maximum benefits. Germany's entrance requirement is 26 weeks within the last 3 years.

The package of proposed amendments to the Unemployment Insurance Act will also include a change in the severance pay provision. The existing U.I. Regulations treat severance pay as earnings for the purpose of unemployment insurance benefits. Based on a closer examination of the issue, I feel there is good reason to treat severance pay as a form of deferred savings which are accumulated during the period of employment. Moreover, many employers and unions are able to work out mutually satisfactory arrangements for the purpose of getting around the existing Regulation. On the basis of equity, I feel that the existing Regulation should be revoked.

Other amendments are designed to increase the incentive to work, for example, with respect to the so-called "4 week rule." This rule now means that an individual who does not receive extended benefits for 4 weeks or more has his claim permanently terminated. Experience has indicated that this rule has clearly served as a serious deterrent for claimants to return to work. We therefore propose to eliminate it.

These, then, are the changes I propose to make in the Unemployment Insurance Program at this time. The primary purpose of the changes is to promote an equitable and effective labour market and to free funds for more productive use in job creation and training.

With these funds, and the potential flexibility offered by the other amendments to the U.I. Act, I expect to be able to recommend to my colleagues an employment strategy for the years ahead which would include:

- a new, year-round, multi-faceted, direct job creation program which would:
  - 1) build on the successes of earlier local initiatives programs,
  - 2) take account of the proposals of the Economic Council and others,
  - 3) attack cyclical, seasonal, area-specific, and to some extent, structural unemployment, in ways tailored to local needs, and
  - 4) target on to areas and groups suffering high unemployment.  
For example, unemployed heads of families not eligible for unemployment insurance would be given a special priority in entry to this program;
- a creative linkage of all labour market programs, particularly the more productive use of unemployment insurance in developmental activities;
- a strategy for youth employment covering not only student summer employment but the more serious problems of unemployed school drop-outs and graduates;
- expanded training and mobility programs;

- other employment policies which respond to the needs of particular groups of workers and employers, and which support economic and manpower adjustments and productivity improvement.

Mr. Speaker, I have outlined today a number of legal and institutional changes which will facilitate a more effective employment policy in this country. I shall announce details of that policy in the months to come. But I must emphasize again that we need amendments to legislation to give effect to this policy and secure the necessary financial resources.

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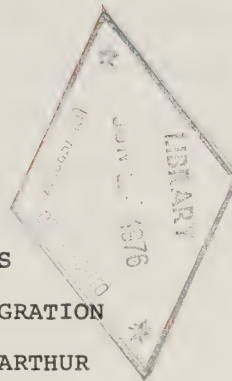
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NOTES FOR AN ADDRESS  
BY THE  
HONOURABLE ROBERT ANDRAS  
MINISTER OF MANPOWER AND IMMIGRATION  
MEMBER OF PARLIAMENT - PORT ARTHUR  
AT THE  
CONVOCATION CEREMONIES  
RYERSON POLYTECHNICAL INSTITUTE  
TORONTO, ONTARIO  
FRIDAY, JUNE 4, 1976  
2:30 P.M.



Check Against Delivery



Ladies and gentlemen of the graduating class, Mr. Pitman, distinguished guests. I am honoured to speak here today.

Today is one of the significant moments in your life. It is the culmination of 3 or 4 years of hard work on your part. To the Ryerson class of '76, I say, it is your day. You have every right to be proud. Your friends and relatives gathered here for this momentous event are also justifiably proud of your achievements. And I would add my own tribute to theirs. As you view the future from this pinnacle, on this graduation day, you have every right to be optimistic. You have acquired valuable skills and knowledge, you have youth and enthusiasm -- any employer would be lucky to get you.

But -- and I don't think I'm telling you anything you don't already know -- easing yourself into today's labour market is not without its problems. There is, not only in Canada but in most of the Western industrialized nations, consistently high unemployment among young people. Here in this country, the actual unemployment rate among persons aged 15 to 24 in the first quarter of 1976 averaged 13.9% compared to an aggregate rate of 7.9%. Moreover the gap between youth and adult unemployment rates has been widening in recent years. In 1961, the youth unemployment rate was 1.8 times that of adults. By 1975 it was 2½ times as high.



Certainly there are regional, seasonal and cyclical elements which only a healthy economy and job creation programmes can successfully address. Two other factors appear to be more important vis à vis the employment of young people however. These are a high rate of turnover, and a mismatch between labour market demands and the skills possessed by current job-seekers.

Why should this be? Let me share with you some of my thoughts on the subject.

A recent survey shows that there are fewer than 200 nursing vacancies in Ontario. Yet this spring, some 3500 nurses will be graduating and competing for these few jobs with older, more experienced nurses who have been laid off as a result of the recent Provincial budgetary restraints. When so much time and expense is invested with so little benefit realized, we must ask ourselves what happened.

Obviously there was a mismatch of labour supply and demand. But to blame conditions created by the Province's spending restraints on hospitals is simplistic. While that worsened the situation, there probably would have been an oversupply of nurses graduating this year anyway. On the other hand, it would be convenient to attribute it to just another of those 'unfortunate imperfections of the market'. But that doesn't help the victims.



In a free society such as ours, it is not desirable to dictate to individuals the course of action they should follow. If they wish to train as nurses or teachers, journalists or designers, they have the right to do so. However, I would earnestly caution young people who are in the process of choosing their course of education or their future career to 'keep their options open', to thoroughly explore the labour market they hope to enter a few years hence, and to proceed fully realizing that the competition for scarce jobs in their chosen field may be tough.

Nor should they stop there. They must realize that increasingly the concept of career is changing. Few of today's students will enter a field of work and remain in it their entire working lives. Jobs change and so do career patterns. Given this, the best education you can obtain is one which also teaches you transferable skills such as analysis, planning, communication skills, priority assignment, problem solving and the exercise of judgment.

These are valuable assets which will always be in demand by business.

In the past few years, my Department has developed programmes to make forward-looking labour market information available. If this information is faulty, then we at the Federal level must bear some of the blame. If it is not used by individuals, then they have themselves to blame.

However, the universities and community colleges must also bear a major part of the responsibility. For knowing or suspecting the future employment situation, they ignore it and continue to encourage high enrolments. Canada's record of producing specialized Ph.Ds who encounter subsequent difficulty finding employment is sad testimony to this fact.

There are also other, possibly more unmanageable causes of structural unemployment, or labour supply-demand mismatch, of particular relevance to young people today.

In our increasingly complex technological society more specific skills are required. In part there may be a tendency for employers and some professions and unions to create artificial job barriers in this respect. They should be encouraged to base entry requirements to jobs and apprenticeship programmes on aptitudes and skills, no matter how acquired, not on "paper qualifications". Further, they should take the responsibility

for better management of their human resources, for re-training of workers whose skills are made obsolete by technical advances. But in part the need for increasing skill levels is a real fact of today's society. Teenagers contemplating quitting school should think. Unless they have specific training, and usually they don't, they will in the long-run become part of the pool of unskilled labour subject to periods of unemployment.

I am afraid our educational system in Canada must bear some responsibility for this situation. We must seriously question its relevance, not only as preparation for the world of work but, on the broader front, its relevance in preparing youth for living in modern society. High schools no longer graduate students from business or technical streams prepared for employment. Increasingly they offer survey courses instead - studies which only scratch the surface and require continuation in community colleges for a more complete vocational training. They no longer serve either young people or society well.

The record of our post-secondary institutions is only slightly better. In addition to their part in creating periodic occupational 'gluts' as I have already mentioned, they must also be held responsible for continuing to produce degree or diploma holders with a less than desirable level of employment-related skills or experience. General arts B.A.s spring to mind as a sterling example. Students must bear equal responsibility here though. For

if they wish to pursue "learning for learning's sake", as they have every right to, they must do so with the full realization that the degree they obtain in the process is not a ticket to employment. Moreover, it would appear, with some notable exceptions such as Ryerson, that our places of higher learning have in the past been less than responsive to the needs of the world of work in designing their curricula. There are many ways this liaison could be improved. I shall mention but one - the engineering co-operative work-term program of the University of Waterloo - an exemplary programme of possible wide application and worthy of emulation. Such co-operative plans, incidentally, answer the criticisms of business concerning the lack of work experience among new graduates.

What of Government's responsibility for a healthy economy? To those who would say that we have high unemployment because of a stagnant economy, let me point out that Canada has in the past decade consistently out-performed other western industrialized economies in employment creation. Between 1963 and 1973 Canadian employment grew 43% compared with a 26% expansion in the United States, our closest rival. This was even more marked for young people - an increase of 91% in the 1961-74 period. The Canadian Economy is basically a sound one. The problem is that employment growth, impressive as it has been, has not kept pace with the growth of our labour force. There can be



no doubt that we must strive harder to create jobs for those in society, including youth, who wish to work but, through no fault of their own, cannot find employment. Important steps were announced in the recent budget which should provide a better basis for sound job creation and employment policies.

Finally we must look at individual responsibility. Surveys indicate that many young people enter the world of work "with limited knowledge of how their education relates to job opportunities", and lack basic job-search techniques which would ease that entry. This information is available and young people must be more aggressive in searching it out. Unfortunately, in many cases vocational counselling in our secondary schools, through which this information should be available, has not functioned adequately. In addition many young people, possibly through societal conditioning, have unrealistic attitudes toward work which hamper their success in the labour market. Because of the social unattractiveness in their minds of 'blue collar' jobs, they may decline to pursue opportunities in these occupations. Having obtained further educational qualifications, they have unrealistic salary expectations. And while some employers could try harder to restructure dull, repetitive jobs, too many young people are too impatient, with unrealistic expectations of immediate job challenge and promotional opportunities. Many are also too 'choosy' about work location - if the job isn't in a major city, or indeed sometimes their own city - they are not interested. If people are

unemployed because they harbour this kind of attitude, I have little sympathy for them.

I believe that young people want to work. And given the opportunity they can prove themselves. Studies show that young employees are "more responsive to change, use more initiative, are eager to accept more responsibility, and want to advance at a faster rate" than their older cohorts. Given these positive attributes and the inherent economic advantage of employing young people, business should be more ready to hire youth.

I challenge the business community to do so in a meaningful way.

I challenge governments to pursue policies which would facilitate this, both in terms of direct programmes and in terms of maintaining a healthy economy geared to full employment.

I challenge young people to approach career preparation and employment with increased maturity and realism.

Finally, I issue also, a challenge to all associated with our education system at both the secondary and post-secondary levels to prove its relevance, to take as a worthy goal the preparation of our young people for living. In my mind, this includes easing the transition from school to the world of work.

If we succeed, society will benefit and future generations will thank us.

From the beginning, Ryerson has prided itself on providing a career-oriented technical training, one which viewed practical experience as an integral part of education. I think, for example, of some of your business and technology courses which require one year's related work experience to obtain a degree. This is the type of example that other educational institutes should look at. Over the years it has helped earn Ryerson an enviable reputation in the business community. I trust that Ryerson will see fit to continue in this direction, and to renew its affirmation to provide students with an education geared to the real needs of this economy.

The Ryerson reputation is a great one. A reputation which you, the graduates of 1976, have an obligation to maintain and enhance. If you would change the world, I would urge you to go forth with pride, with enthusiasm, with wisdom and with optimism. Go forth and set the world an example!





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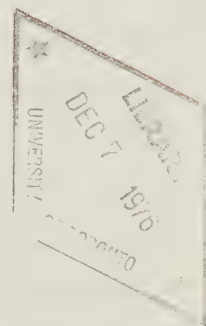
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NOTES FOR AN ADDRESS  
BY THE  
HONOURABLE BUD CULLEN  
MINISTER OF MANPOWER AND IMMIGRATION  
TO THE SEMINAR ON THE  
EMPLOYABILITY OF THE HANDICAPPED  
INN ON THE PARK, TORONTO  
NOVEMBER 26, 1976



(PLEASE CHECK AGAINST DELIVERY 3:00 P.M. E.S.T.)



Thank you Mr. Troyer, Ladies and Gentlemen

First, let me say that I am very pleased about having this opportunity to discuss, with you, areas of mutual concern. We are all interested in making this country's employment policies serve both your needs as employers and the needs of all of us, as workers and members of society.

I want to pay tribute to the dedication and enthusiasm of many people in the planning and organization of this seminar, and I must mention in particular Ursula Appolloni, the Member of Parliament for York South. I know for a fact that she has been working towards today's discussions for almost a full year.

Since the subject of this seminar is the availability of employment opportunities for one particular group of people - those with mental and physical handicaps - I am particularly glad to see so many concerned employers here today.

We can make policies and programs within the government - but only your interest and cooperation will turn these policies into actions and results.

We can begin by looking at handicapped workers in general.

First, who are they? The answer is obvious. They are people -- individuals. They are all kinds of people, doing all kinds of jobs, and they do not necessarily think of themselves as handicapped.

Garry Howatt plays hockey for the New York Islanders and is rated as one of the team's best players; yet he is an epileptic. The scouting report on Howatt may or may not have indicated his epilepsy, but the Islanders' management is not concerned that their tough little forward would probably be labelled "handicapped" by some people. His performance is what counts.

Patricia Neal, a great actress, has speech problems; Beethoven was deaf; Douglas Bader, the great Royal Air Force ace of World War II, was legless. The examples are endless ... through the ages, men and women have achieved greatness in spite ... or perhaps because ... of afflictions we designate as "handicaps."

You are tempted to say these people are isolated cases? They aren't. There are thousands of people, working in all branches of business and industry, who are contributing to the growth and productivity of their employers' businesses, although they are, by definition, handicapped. If you were to attend a senior management meeting in a division of my own department, you would not know from the proceedings that one of the most effective and far-seeing contributors to the discussions is sightless. And you only realize that a senior lawyer in my department is in a wheelchair when she leaves the room.

Keeping in mind that such accomplished people are available, let's look at the employment picture. What are your needs as employers? Do all or any of your jobs really require workers who have superb eyesight or who can run a mile? Do you not want people who can do specific jobs, and who are dependable, efficient, capable?

What we are asking you to do today, as employers, is to analyze your jobs, and to look carefully at the skills and performance of handicapped workers. If you look at the situation this way - considering first the ability of the worker - I am sure you will find many work situations where a handicapped person could be a valuable employee.

Are you aware - for example - that handicapped workers often have better records for punctuality and attendance than the average worker? Are you aware that often handicapped workers will prefer to remain with one company once they have found work they enjoy? Have you considered the advantages of building a nucleus of experienced people from this pool of workers?

You may say that there are physical barriers in your plant which prevent you from hiring handicapped people. Are you sure? True, some barriers exist, but some have simple solutions - perhaps a desk needs to be raised or lowered, perhaps a simple rearrangement of the way duties are divided between two workers is all that is needed. Are the barriers absolutely insurmountable?

I believe there are many ways in which we can all combine our various roles to assist you to find productive, committed people who have handicaps. It is, after all, the skills and experience of the individual that matter, not the handicap.

First, there are the agencies whose mandate is to help handicapped people: It's not my intention today to discuss their functions in detail, but what I do wish to say is that I am aware of, and value, their essential roles and functions in the employment business. I have learned from these agencies that when they are seeking employment opportunities for their people their theme is not, "Hire the Handicapped," but "Hire a good worker who happens to be handicapped." In my department, we have the same approach - give people a chance. We do not want to find jobs for handicapped workers just because they are handicapped; we want to place them because they can be active contributors to the work force. We expect you will find many good workers among the handicapped but we must all be realistic. Not all handicapped people are model workers and you have the right to expect the same quality of work from them as from other employees -- to promote, relocate or fire them as they deserve, according to their ability.

Another possibility you should consider is sheltered workshops. My Cabinet colleague, The Honourable Marc Lalonde of Health and Welfare Canada, and various provincial ministers are actively concerned with these environments. My department, however, has a special role here as an intermediary between the sheltered workshop and competitive employment, and this is one of the subjects I wish to spend some time on today.



Sheltered workshops have two functions. On one hand, they provide services or products. If your plant needs a product - a particular type of package for example, or a key holder - it may be more economical for you to negotiate a contract for this item with a local sheltered workshop rather than to develop a section in your plant for this purpose.

My department has prepared a Directory of Sheltered Workshops which may be very useful to you in getting these goods and services. I have brought a few copies of the latest edition for you to study. Copies are also being mailed to all Canada Manpower Centres and to major agencies serving the handicapped. Furthermore, each sheltered workshop listed in the directory will notify my department of new products they are making and the directory will be updated accordingly.

On the other hand, sheltered workshops often serve a preliminary training area for people who can and should, enter the competitive employment market. The emphasis in the workshops is on work habits and accepting or overcoming the limitations of handicaps.

After training in a workshop, some workers have reached the same stage as those just beginning their work career. And at this point, some of my department's programs can be of great use to you and to them. Two of our programs have proved their value in recent years. In fact, some of you may have already heard of them.

I would now like to describe the way in which these programs operate today, and some of the new programs we are developing to meet the present employment situation.

One of our current programs is W.A.T. - Work Adjustment Training, a program which in Ontario provides up to 12 weeks of training in an industrial or commercial setting, preceded by four weeks of assessment.

WAT is very basic, it exposes the trainees to appropriate attitudes in a work situation.

My department pays the trainees and also provides a small allowance to employers for the extra supervision which they have to provide. At the end of the program, employers are asked to evaluate their workers. If the employers have no suitable vacancies, or if they feel that these trainees would be better in some other type of work, they are asked to provide their opinion and advice. This program allows the employer to hire the WAT candidate on a permanent basis which has often been done -- without committing him to do so.

For those already knowledgeable about the work situation, those ready to learn a skill, we have another program: The Canada Manpower Industrial Training Program. In the case of workers with special employment problems, this program pays the employer up to 85% of the employee's salary or \$147 a week. This training period may last up to 52 weeks, depending on the complexity of the work.

The financial supplement is designed to compensate the employer for the costs of wages paid to an employee during the training period. There are also provisions to assist employers in defraying certain other expenses such as instructor costs. Here again, there is no compulsion on the employer to keep the individual on staff permanently. However many employers find that, at the end of CMITP, they have obtained a skilled employee whom they wish to keep on staff. For this reason, CMITP is an excellent vehicle for adapting jobs to handicapped workers or handicapped workers to jobs.

I would like to emphasize that I am not talking about lowering standards but about ways of developing good workers and achieving satisfactory placements.

There are many Canada Manpower programs that have benefited people with special problems. The Local Employment Assistance Program - L.E.A.P. - is specifically directed towards helping people who are disadvantaged. The disadvantages they have in adjusting to work may range from having prison records, being mentally retarded, lacking skills, living in isolated areas, to being considered "unemployable" because of a physical or mental problem. L.E.A.P. has deliberately been a low profile program since its introduction five years ago. The men and women working on L.E.A.P. projects acquire self-confidence and skills that will allow them to enter the work force.

The program has allowed thousands of Canadians once considered virtually unemployable to become useful, productive citizens. In the new comprehensive job creation program, Canada Works, which I announced recently, L.E.A.P. is an important component and will receive additional funds to expand operations.

For the past six years, the Local Initiatives Program, L.I.P., has funded projects to create jobs in the winter months. Quite a number of projects were and will be directed at the handicapped. One in particular -- Phase II for Exceptional Adults -- I draw your attention to, because it illustrates the type of constructive efforts which can be made to help the handicapped. The project, with funds of just over \$18,000, created six jobs for instructors to train exceptional adults who for one reason or another were considered untrainable. Located in a Toronto YMCA, the program involved men and women aged between 18 and 56 and taught them basic home economics and manual skills.

"Outreach" is a program designed to do just what its title suggests - to reach out to groups which can't or for a variety of reasons do not make full use of our manpower centres in the usual way. In Regina, the Handicapped Manpower Centre is an Outreach project which extends manpower services and programs in employment, training and counselling to clients with physical disabilities.

There are 23 Outreach projects currently concerned with employment services for the handicapped. There are 75 workers who specialize in overcoming barriers to employment. Some of these workers are themselves handicapped and have experienced the frustrations of trying to enter a labour market in which employers often focus on disability rather than ability. Projects in the Outreach program emphasize in-depth counselling, interviews, pre-placement preparation, encouragement of individual initiatives and motivation of the people working on the projects.

Group counselling practised by Outreach project workers has been effective in overcoming the loss of self-confidence that results from being over-dependent. It has encouraged participants to help each other to locate work, as well as helping each other acquire a more positive attitude.

Outreach workers concentrate also on making potential employers aware of the abilities of the handicapped, and in searching for suitable employment for their clients.

In the Throne Speech debate a few weeks ago I announced the soon-to-be-implemented Canada Works program. I said then, and repeat now, that for me, as Minister of Manpower and Immigration, no priority is more important than helping Canadians to find work. The employment strategy that has been developed focuses on creating what unemployed Canadians want and need -- the dignity and personal satisfaction provided by real and worthwhile jobs, and an earned income that exceeds unemployment insurance benefits or welfare payments.



The Canada Works component of our year-round comprehensive job creation program will generate jobs for about 61,000 people; many projects will be directed to the handicapped. Established agencies -- many of which have already done a great deal in helping handicapped people -- will be the chief sponsors of projects. It makes sense that the people who have the most experience in helping the handicapped should be the ones to operate projects.

Although I have concentrated on our programs and services for the physically handicapped, I do not want to ignore those who have mental difficulties. They too, are a source of workers.

Most federal government services for the mentally retarded are provided under the Vocational Rehabilitation for Disabled Persons Act, which became the responsibility of the Department of National Health and Welfare in 1973. My colleague, the Honourable Marc Lalonde, earlier today spoke of the excellent work being done.

Although the administration of the Act has been transferred from Manpower and Immigration to Mr. Lalonde's department, there continues to be close liaison between the two departments regarding the mentally handicapped. Our programs often complement Health and Welfare's activities, and we share a mutual concern in helping our clients obtain a more meaningful and productive life.

We are, for instance, responsible for the matchup of workers and jobs in the competitive labour market. The key phrase there is competitive, and I cannot emphasize too strongly that many people with very limited mental capacity are more than competitive in the labour market if they are given a chance, if they can get through the screening process. If you think about some areas of your own businesses where you have a high staff turnover, you may discover the problem is that the work is repetitive and not challenging. Perhaps you can reduce this staff turnover by employing those who, because of their own limitations, will find satisfaction in repetitive work.

From my brief comments today, you can see that although our program titles do not always refer specifically to the physically and mentally handicapped they can be, and are used very profitably for them. With them, we can help you get some of your best, most dedicated, and most stable employees. With them, we can also give many individuals a start towards a satisfying life, towards a sense of being part of the normal working world in which being useful is as important as the money in a paycheque. I encourage you to explore how we -- Canada Manpower and employers in both the public and private sector -- can help people reach their goals.

So far, I have talked about our programs and how you can use them, but I feel that the problems facing handicapped people, and our programs, should not concern employers in the private sector only. The federal government is an employer too. It has an obligation to lead as well as to encourage and to help.



My predecessor, the Honourable Robert Andras, initiated a study of the accessibility of Canada Manpower Centres to those in wheelchairs. The results were rather shocking. In order to correct the deficiencies identified by the study we now have an agreement with the Department of Public Works that calls for the modification of 211 Canada Manpower Centres and the relocation of 77 others as their leases expire over a five-year period.

My department is currently involved with the Public Service Commission in a joint study of employment barriers in the Federal Public Service. We have looked at architectural barriers, at the way application forms are processed, and the ways tests and interviews are conducted.

As a result of this study, we now believe there is a need for Public Service programs specifically designed for the mentally and physically handicapped. We are examining proposals for special technical aids to overcome or minimize disabilities, and for testing and hiring techniques which give a true picture of an individual's ability.

Our joint study with the Public Service Commission will terminate on December 31 and I expect to receive a preliminary report shortly thereafter. Then my colleagues and I will consider how the most promising proposals can be implemented as rapidly as possible.

I am also considering the best way to involve the real experts in the barriers encountered by the handicapped: i.e., those who have handicaps - in our plans. We might, for example, consider some form of advisory group composed of people who have successfully overcome employment handicaps.

My department, in conjunction with the Canadian National Institute for the Blind, also conducted a detailed study of the barriers encountered by one group of workers - those with visual problems. In each province, we had enlightening and cooperative discussions with blind workers, or would-be workers, and members of various provincial departments. The report is now completed. We hope to use the information in the report to help improve services to the blind.

In deciding how best to implement these recommendations, I will be considering not just those with visual problems but those with any type of handicap. Often the physical problem may be different, but the barrier is similar.

In conclusion, I assure you that our efforts on behalf of the handicapped - young and old - are just a beginning. We believe we are on the right track. We are encouraged by the results achieved so far.

Many employers are becoming aware of the talent available among the handicapped, but there remains a general lack of knowledge and understanding on the part of many employers. Those of us who are aware of the advantages of hiring the handicapped have a responsibility - more, an obligation - to spread the word and to help eradicate prejudice. Not only will we be helping the handicapped. We will be helping ourselves and Canada.

The experience of public and private employers who have made a real effort to fit dependable and capable handicapped people into jobs which give them satisfaction has confirmed the results of the study done by the Canadian Chamber of Commerce - hiring the handicapped can be good business.

The German poet Goethe (Gurta) said "When we take a man as he is, we make him worse; but when we take a man as if he was already what he should be, we promote him to what he can be."

Office of the Minister  
Manpower and Immigration

For Release

Cabinet du ministre  
Main-d'œuvre et Immigration

Pour publication

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Subject

Date  
Sujet

NOTES FOR AN ADDRESS

BY THE

HONOURABLE BUD CULLEN

MINISTER OF MANPOWER AND IMMIGRATION

MEMBER OF PARLIAMENT FOR SARNIA-LAMBTON

TO

LE CONSEIL DU PATRONAT DU QUEBEC

MONTREAL, QUEBEC

DECEMBER 1, 1976

1:30 P.M.



I am particularly pleased and somewhat awed at the prospect of speaking to this distinguished group, representing as it does most of the employers in the Province of Quebec. I am also gratified that the subject of your seminar is corporate manpower planning, an activity which my Department promotes with employers and their associations, and to which we will be giving an even higher priority in the future.

You will note from the program that the topic which I am to discuss today is the report of the Standing Senate Committee on National Finance on the manpower programs and services of my Department. Those of you who have seen this report, or who recollect the very lengthy hearings on which it was based, will readily understand that I am not actually proposing to deal with such an extensive subject in the next few minutes in any great detail. Neither the time available nor my vocal chords are sufficiently elastic for such a task, nor would it be proper for me to do so before this audience as it would anticipate my forthcoming discussions with the members of the Committee concerning their report. In this regard, I should explain that on my recent assumption of this portfolio the Committee was kind enough to postpone these discussions until I had become familiar with my new responsibilities. I would, however, like to speak, very briefly, on some of the aspects of the Report which relate to our services to employers, for it is largely within the context of these that our contribution to your own exercises in manpower planning must be made.



During the course of your seminar today you will be identifying and discussing at least the most important facets of that somewhat complex, and often ignored function which we refer to as "manpower planning". Whatever your treatment of the subject may be, however, the time arrives when recruitment must take place. Recruitment of the number of persons you need with the skills you need, or at least the recruitment of those who can be expected to acquire such skills in a reasonable length of time.

It is at this point that you will, hopefully, contact your Canada Manpower Centre. Equally hopefully, it will not be your first contact, for our officers can be of practical assistance in your initial planning through the provision of data regarding the availability of workers in particular occupations. But bald tables of available workers are seldom enough. Within given occupations there can be rather subtle and entirely legitimate differences in the types of personality, experience, etc., required by different employers of the same occupational group. For instance, I suspect that the vast majority of you buy your clothes in very different stores than your teen-aged sons and daughters do, and would expect to be served by a different type of sales clerk -- even though the job descriptions for the clerical jobs in each store would be quite similar.

A sensitivity on the part of our counsellors to your own particular needs can be fully met in only one way -- by visiting



your establishment and building up a close working relationship with you or your supervisors. So please! When visited by people from your CMC, don't restrict them to a short interview in someone's office -- let them have an opportunity to see and appreciate the particular advantages and problems associated with your operation.

The foregoing may sound pretty obvious, and perhaps it should be. I can assure you, however, that it is essential to the proper application of the principle on which our policy regarding services to employers is based. I would like to read you that principle as we actually have it set out in instructions to our staff:

"After determining employers' manpower needs, the department should explicitly state to employers just what services it can provide and then deliver these services to the best of its ability."

We regard this as much more than a "motherhood" statement. It is easy to run through a long list of possible Departmental services, but this is a useless exercise unless it is related to the practicalities of the situation. There is little use, for example, in our attempting to meet a given manpower need through the use of one of our programs such as training or mobility if

the worker, once trained or relocated refuses to remain in the employment because of abnormal conditions existing in it. It is equally foolish to promise an employer that we will use our Canada-wide clearance network to find workers in other parts of the country if we know such workers are not available, or would be unwilling to move for the wages or working conditions offered.

You can see that to assess properly what we can do for you we need to know what goes on in your place of work. We also need to have a description as full and accurate as possible of the jobs you seek to fill. These two factors can best be developed in personal contact -- so please welcome your CMC visitor.

Once a commitment regarding recruitment has been made to an employer it is the duty of the responsible counsellor to do his utmost to carry it out. Now, as you business people know, and as that illustrious Irishman, Murphy, has set out in his famous "law", if anything can go wrong it will go wrong. When this happens, and we find that we cannot meet our initial promises, our staff again has specific instructions and, again, I would like to quote them to you verbatim:

"Should the CMC experience difficulty in  
honouring its commitment to effectively

provide a particular service to an employer, the appropriate CMC officer, together with the employer, will examine the situation, discuss and determine alternative approaches towards solving the difficulty, and then implement the appropriate action to satisfy his manpower requirements."

May I elaborate just a little on this. The "appropriate officer" may be the counsellor handling the request. It may be a more senior person from the CMC. Or it may even be, depending on the implications of the case, an officer from regional or national headquarters.

A second point is that this officer may offer you information that you won't find particularly palatable. For example, your competitors may be outbidding you for the available labour supply, or your ability to retain staff may be adversely affected by policies or persons that you have had around for a long time. Don't be offended. Don't look on it as some nosey public servant trying to tell you how to run your business. All they are trying to do is to make sure you have all the available facts before making some decisions that can be very important to you. Neither manpower nor any other type of plans can be successfully based on wishful thinking.

Now let us look at the other side of the coin. The Senate Report urges employers to accept the explicit invitation of my predecessor, the Honourable Bob Andras, to contact the CMC and to insist on an explanation when they receive unsatisfactory service. I would like to heartily reiterate that invitation. To adopt a slogan of the hospitality industry, "... If you like us, tell your friends, if you don't, tell us". But I hope you will not wait until you have something to complain about before you establish a contact with your CMC. With a close and growing understanding of an employer's needs, the CMC is not only better able to participate formally in the manpower planning of that employer but can quite often make a welcome and unscheduled contribution to it. For example, our relationship with some employers, and our knowledge of their plans, enables us to contact them when a worker who may be particularly suited to their needs appears in one of our offices. This is particularly useful where manpower planning is being practiced, for most good manpower plans have sufficient elasticity that the firm can absorb an outstanding prospect, even in advance of planned need. In these circumstances we find ourselves in the happy position of ensuring that good workers are kept off the labour market for the minimum amount of time and that their services are made available to those employers who can best use them.

While speaking of relationships, I should add that the Senators made another comment reflecting statements made by a



number of employers. This was that every employer who seeks workers should be given a particular contact in the Canada Manpower Centre.

As we understand this, it is really a plea for a full "account executive" approach -- something we would very much like to be able to offer. Unfortunately, our personnel resources simply do not permit this type of universal and on-going one-to-one contact with employers. In view of the often expressed opinion of the business community about the growth of the public service this is perhaps just as well! Nevertheless, when you place an order with the Canada Manpower Centre it does become the responsibility of a given counsellor who must account to his supervisors for any failure to fill the order. We can appreciate, however, that in many CMCs where the sheer volume of orders requires them to be handled by a centralized unit dedicated solely to this task, that an employer may feel that he is little more than a number. I can assure you this is not so and, as a matter of fact, we are presently working to implement a system that will enable employers to direct that their orders, even if taken at a central location, be referred to a counsellor of their choice.

Regardless of how cordial our relationships may be, we are all too well aware that their continuation at a high level is heavily dependent on the quality of the workers we send to you.

The Committee made a particular point that underqualified persons should not be referred to employers unless the employers specifically agree to consider them. To which I, and all my officials, would add a hearty Amen! Unfortunately, the harsh realities of real life, will, I fear, continue to frustrate us on many occasions. I think you would readily recognize two factors affecting this; factors, by the way, that the Committee also recognized.

Perhaps the most important of these is the fact that the CMC cannot, except in special circumstances, really function as an extension of your personnel department, but only as a valuable ally. Knowledgeable counsellors can and do detect those who lack qualifications. We can also test certain types of skills, such as typing. But we cannot undertake to assess the skills of everything from a head chef to an underground miner. Nor can we undertake to check exhaustively the references of each of the several million worker clients registering with us each year. But let us look at the situation fairly. Poorly qualified but hopeful candidates can also present themselves at your door in answer to an advertisement. You can, of course, place recruitment in the hands of an agency specializing in a particular type of worker. In the majority of cases this is too costly a process, but we recognize its value in special circumstances and this is one of the reasons why Canada has not placed the restrictions on such agencies that they have suffered in some countries.

The second factor affecting the quality of referrals is the type of client available. Put quite bluntly, supply tends to come forward to meet demand. And if our Canada Manpower Centres are obliged to offer a disproportionate number of disagreeable or badly paid jobs, you can be sure that they will have a disproportionate number of clients who do not possess the skills for better employment. In other words, the best way to raise the quality of the referrals from your CMC is to do your part to raise the quality of jobs offered by it.

The Committee also took some notice of this situation and of the dual role of our CMCs, which must serve both employer and worker. While the Senators very rightly observe that the Canada Manpower Centre cannot refuse to assist any job seeker who registers, and must fill vacancies from the persons registered with it, the situation is not quite, I think, as black as it is painted, for the CMC can, and will, assist in the search for qualified workers when those registered with it do not meet the requirements of an employer's order.

On the other hand, I want to be perfectly frank with you and point out that there are inevitably times when workers with all the desired characteristics are simply not available. Moreover, the Senators are fundamentally right in their observation and we do have a very real obligation to those workers registered with



us. I am sure that any right-thinking person would agree that it is to the advantage of all to reduce our unemployment rolls. We must also do all in our power to keep the number of more or less chronically unemployed from growing by adding to the number of those whose skills are eroded by disuse.

For this reason, you may be asked from time to time, to consider an applicant who possesses less than the qualifications you have in mind for a particular job, but who we believe has potential. On such occasions, please don't think that we are simply trying to pass our problems on to you. On the contrary, we are saying "... this person has some potential, and we think you are the employer who can develop it".

I have given you a rather rough sketch of some of the principal concerns touched on in the Senate Report which, in my view, are related to what you are trying to do here today. But before I outstay my welcome, I would like to say a few words about the way in which we see our role in the community and, as we are represented there by our Canada Manpower Centres, how we see them in that setting. I do so in the hope that this may help you to understand our concerns for the way in which we serve you.

First of all, Canada adheres to the concept of an "active manpower policy", advocated by the Organization for Economic

Co-operation and Development in 1964 by that body and since adopted by most developed countries. Essentially, this approach discards the earlier notion of a public employment agency which only provides a job-matching service. In its place it puts a concept of an active, dynamic "agent of change" as the only rational approach in the kind of rapidly changing society in which we find ourselves today.

To this basic concept, which is essentially economic, we have been adding new dimensions based on some carefully considered principles, two of which I would like to mention to you.

The first of these is a focus on the individual -- whether the individual is an employer or a worker. In this concept we seek to adapt our programs to the needs of the individual rather than try to cram the individual into the mold of a rigid series of programs. But I would not like to convey the impression that this is a paternalistic approach, for in seeking this flexibility we are trying to establish a context within which the individual makes his or her own decision with the minimum necessary assistance from us.

The second is the CMC must be an integral part of its community. Canada is a nation of communities, however, and each has its own peculiarities and needs that must be met. Nevertheless,

regardless of the need for a flexible approach to these individual needs, it is also essential that the individual should be clearly aware of the basic service that he or she can expect. In the case of employers these may be summarized as:

1. That their job orders will be taken professionally, i.e., that all necessary information will be obtained from them and that they will be given any information that we may have and that may have a bearing on their chances of finding the workers they want;
2. That we will attempt to fill their orders promptly and that the appropriate programs of the Department will be applied to that end;
3. That, subject to legal requirements and constraints, workers referred will meet the qualifications specified in the order;
4. That where the order cannot be filled satisfactorily an officer will contact the employer to explain the situation as we see it and to seek alternatives.

I can promise you that where these basic services are not forthcoming your CMC manager wants to know about it; our senior officials at both regional and national headquarters want to know

about it; and, I need hardly add, I want to know about it.

I have repeatedly stressed the need for communication between us -- particularly at the level of the CMC. I would like to add one final word in this regard. As you know, in the near future the Department of Manpower and Immigration and the Unemployment Insurance Commission will be merged into the new Canada Employment and Immigration Commission. This will enable us to provide single service centres for all persons with employment concerns and offer faster and more effective service to job seekers and employers alike. The co-operation of employers in making themselves familiar with the structures of the services provided by these new centres will certainly increase the effectiveness with which they will be able to respond to employer needs.

Once again, I do want to commend the organizers of this seminar in making this such a vibrant part of the ongoing dialogue between the Conseil du Patronat and the Quebec Region of my Department in their efforts to solve our mutual problems. I am grateful for the opportunity of spending this time with you, and I look forward to hearing more about the results of this most worthwhile venture.















